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

MAY 0 6 2013

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS
CHIEFS OF THE MILITARY SERVICES
CHIEF OF THE NATIONAL GUARD BUREAU
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE

SUBJECT: Sexual Assault Prevention and Response

As leaders of the Department of Defense, we share a commitment to eliminate sexual assault from our Armed Forces. We are taking important steps to provide new training for commanders, strengthen our training enterprise for all Service members, improve our investigative and military justice system capabilities, and further professionalize our first responders. Even with strong leader emphasis and innovative new programs, we need to achieve greater progress in preventing sexual assault in our ranks. We can build upon these enhanced capabilities but we must do better, a reality underscored by the persistent problem described in the *FY2012 Annual Report on Sexual Assault in the Military,* released today.

Ultimately, we must ensure that every Service member understands that sexist behaviors, sexual harassment, and sexual assault are not tolerated, condoned, or ignored. We need enduring culture change where every Service member is treated with dignity and respect; where all allegations of inappropriate behavior are treated with the utmost seriousness; where victim privacy is protected, and they are treated with sensitivity; where bystanders are motivated to intervene; and where offenders know they will be held appropriately accountable. Our mission requires a comprehensive and synchronized effort to ensure the entire Department is aligned in working toward this end.

Therefore, I am directing implementation of the attached *2013 DoD Sexual Assault Prevention and Response (SAPR) Strategic Plan*, which employs a multidisciplinary approach in prevention, investigation, accountability, advocacy/victim assistance and assessment to achieve unity of effort and purpose across the Department. This plan provides authoritative guidance to all stakeholders and defines our priorities, objectives, and initiatives.

Your plans should align with this SAPR Strategic Plan. Please report back to me on this alignment by July 31, 2013, with a copy to the Under Secretary of Defense for Personnel and Readiness (USD P&R). Further, the Secretaries of the Military Departments, with input from the Chiefs of the Military Services, and Chief of the National Guard Bureau will report progress on implementing this strategy in their next annual report on sexual assault in the military.

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In addition, I am directing immediate implementation of the following measures to strengthen our sexual assault prevention and response programs, specifically addressing accountability, command climate and victim advocacy.

- ***Enhancing Commander Accountability:*** To further enhance command accountability, the Service Chiefs, through their respective Secretaries of the Military Departments, will develop methods to assess the performance of military commanders in establishing command climates of dignity and respect and incorporating SAPR prevention and victim care principles in their commands, and hold them accountable. Report your methods to me through USD (P&R) by November 1, 2013.

- ***Improving Response and Victim Treatment:*** To improve overall victim care and trust in the chain of command, increase reporting, and reduce the possibility of ostracizing victims, the Secretaries of the Military Departments will implement and monitor methods to improve victim treatment by their peers, co-workers, and chains of command. Solicit victim input in the development of these methods. Report your methods to me through USD (P&R) by November 1, 2013.

- ***Assessing Military Justice Systems:*** To ensure a timely and independent assessment of the systems used to investigate, prosecute, and adjudicate crimes involving adult sexual assault and related offenses assessment of military justice systems, I call upon the panel established under Section 576 of the FY13 National Defense Authorization Act to accelerate its review and provide final recommendations to me within 12 months of the panel's first meeting.

- ***Enhancing Commander Accountability:*** To enhance accountability and improve insight into subordinate command climate, the USD (P&R) shall require that the results of FY13 National Defense Authorization Act-mandated annual command climate surveys will now also be provided to the next level up in the chain of command. Implement this provision not later than July 31, 2013.

- ***Ensuring Safety:*** To ensure the awareness and safety of our newest and aspiring Service members, the Secretaries of the Military Departments will improve the effectiveness of sexual assault prevention and response programs in recruiting organizations, Military Entrance Processing Stations, and the Reserve Officer Training Corps. These assessments will include: 1) the selection, SAPR training, and oversight of recruiters; 2) the dissemination of SAPR program information to potential and actual recruits; and 3) the prevention and education programs in ROTC environments and curricula. Report your findings to me through USD (P&R) by September 30, 2013.

- ***Ensuring Appropriate Command Climate:*** To ensure DoD facilities promote an environment of dignity and respect and are free from materials that create a degrading or offensive work environment, DoD component heads will direct comprehensive and regular visual inspections of all DoD workplaces, to include military academies, by July 1, 2013. The Air Force conducted such an inspection in FY13 and will therefore only report the findings and actions taken from that previously conducted inspection. Report your findings to me through USD (P&R) by July 31, 2013.

Finally, to enhance the administration of military justice, in addition to my direction last month to amend Article 60 of the Uniform Code of Military Justice and related proposed legislation and previous direction to elevate disposition decisions, I am directing the DoD Acting General Counsel to take the following actions:

- ***Ensuring Victim's Rights:*** Develop a method, in coordination with the Joint Service Committee (JSC) on Military Justice, to incorporate the rights afforded to victims through the Crime Victims' Rights Act into military justice practice, to the extent appropriate. Report your findings and recommendations to me by November 1, 2013.

- ***Improving Victim's Counsel:*** Evaluate the Air Force Special Victims Counsel pilot program and other approaches to ensure that victims of sexual assault are provided the advice and assistance they need to understand their rights and to feel confident in the military justice system. Report your findings and recommendations to me by November 1, 2013.

The Department needs to be a national leader in preventing and responding to sexual assault. We are committed to lead the daughters and sons of the American people with the values of our honorable profession and to ensure they serve in an environment that is free from sexual assault and protects the dignity and respect of every Service member. These initiatives and plans, in addition to our on-going efforts, provide a roadmap for this Department to establish the enduring culture that is required of our profession of arms.

Chuck Hagel

Attachment:
As stated

cc:
Under Secretaries of Defense
Commanders of the Combatant Commands
Inspector General of the Department of Defense
Assistant Secretaries of Defense
Directors of the Defense Agencies
Directors of the DoD Field Activities

Department of Defense

Sexual Assault Prevention and Response Strategic Plan

30 April 2013

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Foreword

Leaders and Commanders of the Department of Defense,

Our men and women in uniform put their lives on the line every day to keep America safe. We have a responsibility to lead them with the values of our profession of arms and to ensure that the daughters and sons of the American people serve in an environment that is safe and protects the dignity and respect of every member of our U.S Armed Forces.

Sexual assault is a crime that is incompatible with military service and has no place in this Department. It is an affront to the American values we defend, and it is a stain on our honor. DoD needs to be *a national leader* in combating sexual assault and we will establish an environment of dignity and respect, where sexual assault is not tolerated, condoned, or ignored.

Considerable efforts are now underway to combat sexual assault. However, we still have much work to do across the Department. We can turn this around, but it will take time and requires continued strong leadership and education at all levels. To that end, I directed the DoD Sexual Assault Prevention and Response Office to partner with the Services and other Department of Defense components to review and update the DoD Sexual Assault Prevention and Response Strategy.

Significant collaboration and effort took place to produce this comprehensive strategy. This strategy was developed to address the complex nature of the issue and better synchronize our Department-wide efforts. It will remain a dynamic document, reviewed annually, to drive stakeholder action within the Department.

This multi-disciplinary approach is essential as there is no one single solution to eliminating sexual assault from the military. The Department of Defense must remain vigilant and continuously execute the tasks required across all five lines of effort: Prevention, Investigation, Accountability, Advocacy/Victim Assistance, and Assessment.

I have full faith and confidence in our abilities and leadership as we strive to reduce and ultimately eliminate sexual assault from the military. Thank you for your support!

Chuck Hagel
Secretary of Defense

1. Introduction.

The Department of Defense (DoD) Sexual Assault Prevention and Response Office (SAPRO) conducted a Sexual Assault Prevention and Response (SAPR) strategic planning effort in 2009 to align SAPR priorities across DoD. This plan was created through collaboration between DoD SAPRO, the Military Services, and other SAPR stakeholders. The revised *DoD Sexual Assault Prevention and Response Strategic Plan* continues this effort to establish a central plan that captures strategic SAPR priorities, goals, objectives, actions and/or initiatives, and targets performance outcomes jointly among DoD Components, which includes the Office of the Secretary of Defense (OSD) components as well as the Military Departments. This document reflects the continuation of this collaborative effort.

The objectives of this plan are to achieve unity of effort and purpose across all of DoD in the execution of sexual assault prevention and response; to develop objective criteria for measuring progress; and to publish tasks that operationalize lines of effort in sexual assault Prevention, Investigation, Accountability, Advocacy/Victim Assistance, and Assessment.

The Secretary of Defense affirmed the Department's commitment to eliminating sexual assault from the U.S. Armed Forces by introducing new measures to create a culture free from sexual assault. The uniformed leadership communicated its resolve and commitment to reducing -- with the goal of eliminating -- sexual assault with its Strategic Direction to the Joint Force. This document was published in May 2012. In it, the eight members of the Joint Chiefs of Staff provided their collective guidance to the U.S Armed Forces:

> *This Strategic Direction is written for commanders and leaders to improve awareness of sexual assaults, operationalize our commitment, and facilitate dialogue and open communications across our formations. The Joint Chiefs and Commandant of the Coast Guard, together with our DoD Sexual Assault Prevention and Response Program (SAPR) professionals, penned this guidance to synchronize those efforts. Together, we will operationalize the concerted efforts of the DoD SAPR Office and our Service programs with renewed commitment to eliminate sexual assault crimes within our ranks.*
>
> *Commanders and leaders at every level must integrate the intent, lines of effort and tenets of this Strategic Direction as a part of our daily command routines and activities. We must take conscious steps to understand, identify and reduce environmental risks, predatory and high-risk behaviors and personal vulnerabilities associated with sexual assaults or other abuse crimes. It is up to you, as commanders and leaders, to safeguard our core values and Service cultures by promoting a climate and environment that incorporates SAPR principles as habitual and inherent characteristics of our commands. Commanders and leaders must personally read, understand and implement this strategy.*[1]

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[1] The Joint Chiefs of Staff, *Strategic Direction to the Joint Force on Sexual Assault Prevention and Response*, 7 May 2012

This comprehensive strategic direction, provided by the Joint Chiefs of Staff, required the review and revision of the 2009 SAPR strategy. On behalf of the Secretary of Defense and the Under Secretary for Personnel and Readiness (USD P&R), SAPRO partnered with the DoD components, the Military Departments, and the Services to develop this strategic plan, ensuring goals, objectives, milestones, and criteria for measuring progress were created and or revised, in order to enhance unity of effort and reinforce synchronization.

In doing so, the Department will continue to advance the priorities from the 2009 SAPR strategy of reducing sexual assaults in the military community; increasing the number and percentage of sexual assaults that are reported; increasing the availability, access, and quality of response for victims of sexual assault; improving the accountability, reliability, and sustainment of DoD SAPR services; and effectively communicating sexual assault prevention and response to stakeholders. These efforts are fully integrated in this strategy.

This plan will continue to be a dynamic document and will be reviewed annually. It drives stakeholder action by using existing authorities promulgated in law and policy and serves as a focal point of direction to advance sexual assault prevention and response throughout the DoD. This plan will be managed and updated by USD (P&R) through DoD SAPRO, in coordination with the Military Departments, Services, and the Office of the Inspector General (IG), using existing oversight mechanisms (e.g., Joint Executive Council, Government Accountability Office (GAO) reports, audits, IG reports, annual Congressional reporting requirements), and the responsive input of collective stakeholders. Implementation of tasks and progress will be reviewed every other month at regularly scheduled DoD SAPR Integrated Product Team (IPT) meetings. Reports on completion of tasks and updates to assigned tasks are provided, at a minimum, annually, for inclusion in the *Department of Defense Annual Report on Sexual Assault in the Military.*

DoD capabilities employed in support of this plan are assigned to OSD, the DoD IG, the Office of the DoD General Counsel, Chairman of the Joint Chiefs of Staff, the Joint Staff, the Combatant Commands, the Military Departments, each of the four Services, and the National Guard Bureau. This strategic approach will guide and inform policy development, organization, training, and employment of the variety of means used to operationalize this strategic plan. Stakeholders include:

- Office of the Secretary of Defense (OSD) – Sexual Assault Prevention and Response Office (SAPRO), Office of the Deputy Assistant Secretary of Defense for Military Personnel Policy (DASD/MPP); Office of the Deputy Assistant Secretary of Defense for Civilian Personnel Policy (DASD/CPP); Office of Legal Policy (OLP); Legislative Affairs (OSD LA); Public Affairs (OSD PA); Deputy Assistant Secretary of Defense for Readiness (DASD(R)); Office of the DoD General Counsel (OGC); Office of Legal Counsel (OLC); Assistant Secretary of Defense, Health Affairs (HA); Office of the Deputy Assistant Secretary of Defense for Military Community and Family Policy (DASD/MC&FP); Office of Diversity Management and Equal Opportunity (ODMEO); the Defense Manpower Data Center (DMDC); the Defense Equal Opportunity Management Institute (DEOMI); and Reserve Affairs (RA).
- The Joint Staff (JCS)
- The Military Departments – Departments of the Army, Navy, and Air Force
- The Military Services – The U.S. Army, Navy, Air Force, and Marine Corps
- The National Guard Bureau (NGB)

- The Offices of The Judge Advocates General (OTJAGs) of the Army, Navy, and Air Force, and the Office of the Staff Judge Advocate to the Commandant of the Marine Corps.
- Office of the Inspector General (IG)

This plan is not all-encompassing nor fully exhaustive of all SAPR activities performed within or by the DoD SAPR community. Instead, this plan highlights and captures those tasks that contribute directly to the strategic objectives set forth in this document, as identified by plan stakeholders.

Since this plan captures planning components from different organizations, each organization designated in the task matrix as office of primary responsibility (OPR) is responsible for accomplishment of the tasks designated to it and supporting actions and /or initiatives. For this reason, plan components may be written at different levels and stress different activities. However, the collective stakeholders are committed to the same strategic objectives and endstates. An explanation of the collective development of *SAPR Metrics* in Section 4 of this document demonstrates the commitment to shared measurement and accountability for the *DoD SAPR Strategic Plan.*

1.1 Relationship to Directives and Instructions

In this strategic construct, policy issuances promulgated by the DoD and the Services function as tools employed by sexual assault prevention and response elements. The promulgation of policy in accordance with these tasks further operationalizes the strategy approach outlined in this *Strategic Plan* and the *Strategic Direction to the Joint Force on SAPR*. DoD Components and the Secretaries of the Military Departments will align implementing plans and policies with this strategic plan.

Overall, DoD Directive 6495.01, *Sexual Assault Prevention and Response Program,* establishes DoD policy and assigns responsibilities for prevention, advocacy, and victim care. DoD Instruction 6495.02, *SAPR Program Procedures,* and associated Service policies, further operationalize this program. Investigation and accountability lines of effort are operationalized by policies issued by the DoD IG and the Services, and the OTJAGs, respectively.

This strategic plan does not change the existing oversight and programmatic structure and responsibilities of the IG or the OTJAGs, nor does it create a new oversight structure of these entities within OSD.

1.2 Strategic Planning Approach – Campaign Design

DoD shifted its planning methodology to Campaign Plan design outlined in Joint Operation Planning publication (JP 5-0) in order to address the complex nature of our SAPR mission and better synchronize efforts.

DoD used lines of effort to develop the campaign plan. A *line of effort* (LOE) links multiple tasks and missions to focus efforts toward establishing operational and strategic conditions. Because SAPR involves many nonmilitary factors, LOEs were used to link tasks, effects, and the desired endstate, as depicted by ***Figure 1***.

DoD-Wide Sexual Assault Prevention and Response Strategic Plan Lines of Effort and Priority Tasks

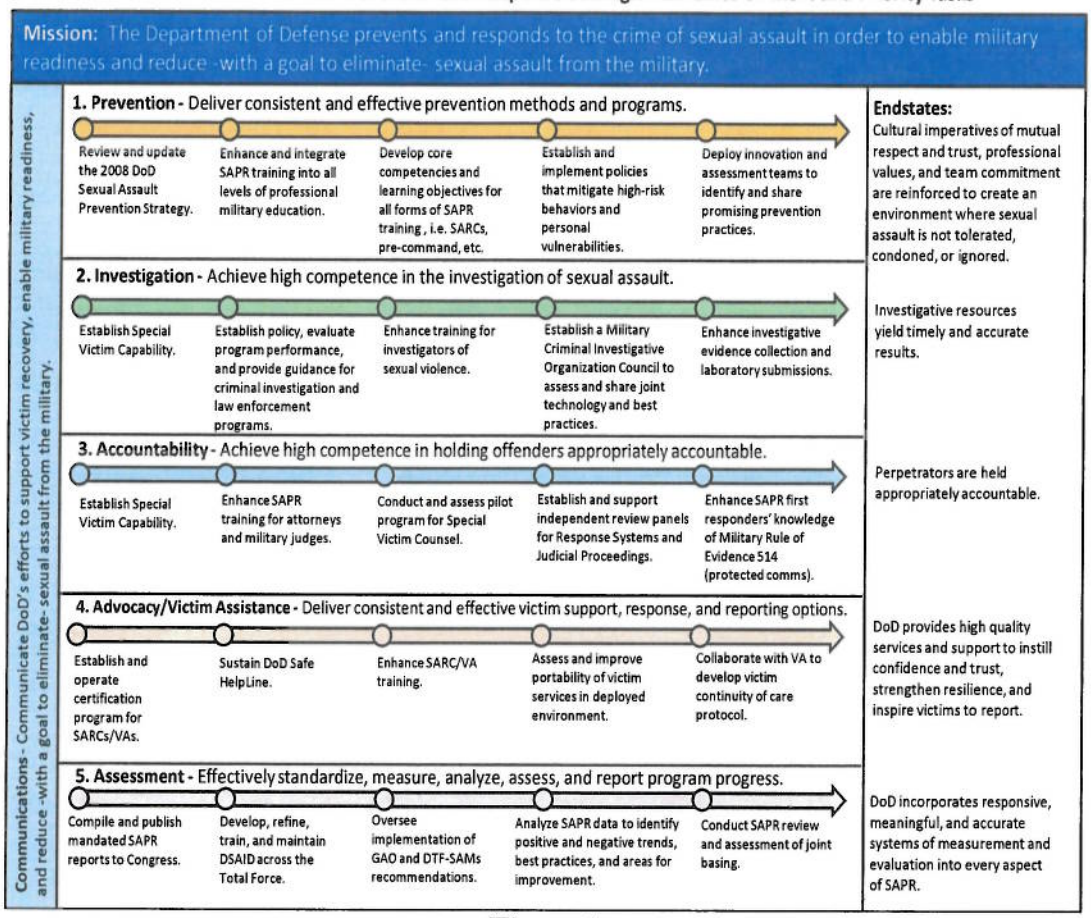

Figure 1

1.3 DoD Sexual Assault Prevention and Response Mission Statement

The Department of Defense prevents and responds to the crime of sexual assault in order to enable military readiness and reduce -- with a goal to eliminate -- sexual assault from the military.

1.4 DoD Approach, Lines of Effort, Objectives, and Endstates

Reducing and eliminating sexual assault requires a multi-pronged approach -- one that leverages a wide range of initiatives and engages every Service member to prevent the crime from occurring in the first place. When an assault occurs, effective processes and personnel with specialized training must be in place to respond, care for victims, investigate every allegation, and hold offenders appropriately accountable.

Underpinning our efforts is the need for enduring culture change -- requiring leaders at all levels to foster a command climate where sexist behaviors, sexual harassment, and sexual assault are not tolerated, condoned, or ignored; a climate where dignity and respect are core values we must all live by and define how we treat one another; where bystanders are trained and motivated to intervene and prevent unsafe behaviors; where victims' reports are taken seriously, their privacy is respected, and they are treated with sensitivity; and finally, a climate where offenders know they will be held appropriately accountable for their actions.

Five SAPR LOEs were established to guide and focus strategic planning efforts with corresponding objectives and endstates. The LOEs are Prevention, Investigation, Accountability, Advocacy/Victim Assistance, and Assessment. DoD Components will use these LOEs as the foundational basis for their plans, to ensure unity of effort, synchronization, and the creation of a common approach to assessments. These LOEs, objectives, and endstates are defined as follows:

1) **Prevention**
Objective - Deliver consistent and effective prevention methods and programs.
Endstate - Cultural imperatives of mutual respect and trust, professional values, and team commitment are reinforced to create an environment where sexual assault is not tolerated, condoned, or ignored.

Our prevention goal is to deliver consistent and effective prevention methods and programs. It is critical that our entire military community work together to preclude criminal behavior from occurring and respond appropriately to incidents when they occur. Sustained leader emphasis by Commanders and first line supervisors is critical to this effort, as they are central in establishing the climate of dignity, respect, sensitivity, and environmental expectations that can reduce and eliminate this crime. As such, the Department is developing core competencies and learning objectives for all SAPR training, starting with Pre-command and Senior Enlisted, to ensure consistent learning and standardization throughout the Military Departments and Services. In collaboration with the Military Departments and Services, DoD is deploying innovation and assessment teams across the nation to identify promising prevention strategies and techniques. We are also collaborating with a variety of sexual assault prevention practitioners and researchers to ascertain which prevention policies and programs are most effective. Our desired end state is an atmosphere where cultural imperatives of mutual respect and trust, professional values, and team commitment are reinforced to create an environment where sexual assault is not tolerated, condoned, or ignored.

2) **Investigation**
Objective - Achieve high competence in the investigation of sexual assault.
Endstate - Investigative resources yield timely and accurate results.

The Department is committed to achieving high competence in every investigation of sexual assault, which begins with an unrestricted report and the independent and professional investigation by the Services' Military Criminal Investigative Organizations (MCIOs). Our investigative resources need to yield timely and accurate results that employ scientifically-informed techniques and maximize the recovery of physical and testimonial evidence while minimizing the potential for retraumatization. DoD will continue to develop specialized investigative capabilities that enable professional, responsive and accurate investigations that are independent from the chain of command. To establish a DoD Special Victims Capability, the Secretaries of the Military Departments will provide specially trained investigators. This capability will deliver a distinct, recognizable group of professionals who collaborate to ensure effective, timely, responsive worldwide victim support, and a capability to investigate and address child abuse, serious domestic violence, and/or sexual assault offenses.

3) **Accountability**

Objective - Achieve high competence in holding offenders appropriately accountable.
Endstate - Perpetrators are held appropriately accountable.

Holding offenders appropriately accountable is the objective in the accountability line of effort. The Department will continue to provide a fair and equitable system of accountability that promotes justice, assists in maintaining good order and discipline in the U.S. Armed Forces, and promotes efficiency and effectiveness in the military establishment, thereby strengthening the national security of the United States. Commanders are a critical part of this justice system. To establish a DoD Special Victims Capability, the Secretaries of each Department will provide specially-trained attorneys, victim witness assistance personnel, domestic abuse and sexual assault victim advocates, and paralegals. This capability will expand and leverage existing resources to deliver a distinct, recognizable group of professionals collaborating to provide effective, timely, responsive worldwide victim support, and a capability to investigate and address child abuse, serious domestic violence, and/or sexual assault offenses.

4) **Advocacy/Victim Assistance**
Objective - Deliver consistent and effective victim support, response, and reporting options.
Endstate - DoD provides high quality services and support to instill confidence and trust, strengthen resilience, and inspire victims to report.

Our goal is to standardize and deliver effective victim support, response, and reporting options, so that we instill confidence and trust, strengthen resilience, and inspire victims to report sexual assaults, either restricted or unrestricted. From the initiation of a report through case disposition in the justice system to victim recovery, we care for our victims. When victims report, they are provided a safe environment and offered medical care, counseling, legal assistance, and victim witness assistance. Because sexual assault is such an underreported crime, it is imperative that our program inspires victim confidence and motivates victim reporting -- a necessary bridge to greater victim care and increased offender accountability as appropriate. Our Sexual Assault Response Coordinators (SARCs) and Victim Advocates (VAs) are the critical capability we employ to achieve these objectives. The Department has established a certification program to align their training and qualifications with the national victim advocate certification programs, ensuring professional and highly competent delivery of victim advocacy and assistance. Further, the Department remains committed to ensuring alleged offenders are afforded their due process rights.

5) **Assessment**
Objective - Effectively standardize, measure, analyze, assess, and report program progress.
Endstate - DoD incorporates responsive, meaningful, and accurate systems of measurement and evaluation into every aspect of the SAPR program.

We aim to standardize assessment methodologies and to effectively measure, analyze, assess, and report the progress of the SAPR program. Assessment is an enduring process of data collection and analytics designed to improve program effectiveness and is embedded within each of the other four lines of effort. This effort includes valuable feedback from Service members and DoD civilian personnel in the form of surveys and also includes feedback from commanders, victims, and victim advocates. Our goal is to incorporate responsive, meaningful, and accurate systems of measurement and evaluation into every aspect of our programs in order to determine the impact we are having on reducing and eliminating sexual assault. A critical DoD capability is SAPRO, which serves as the single point of authority, accountability and oversight of the SAPR program policy. As such, the

Department employs a variety of capabilities such as the Defense Sexual Assault Incident Database (DSAID) and survey instruments, and prepares reports to Congress to ensure DoD-wide compliance with the SAPR program. Other assessments such as charted oversight bodies or task forces, the GAO, and internal inspections and assessments provide a variety of means for program assessment across the Department.

1.5 Overarching Tenets

Overarching tenets represent precepts essential to refining a professional culture and command climate/environment. They set conditions to optimize program implementation. As a complement to the tenets defined in the *Strategic Direction to the Force on SAPR*, DoD developed tenets that intersect all LOEs and are essential to operationalizing, synchronizing, and ensuring consistent SAPR program execution across the Department. These tenets are Communications and Policy.

The *Strategic Direction to the Joint Force on SAPR* further expands the tenets to include Leadership, Culture and Climate/Environment, Integration, and Resourcing. Each of these tenets must be realized in order to achieve optimal integration of the SAPR Program into the command environment as a weakness in one potentially degrades the whole. Overarching tenets and LOEs operationalize the program as a natural extension of a unit culture based on professionalism, core values, trust, and ultimately, reaffirm the military's enduring commitment to the health and readiness of its Service members and their families.

2. SAPR Tasks

Offered below are the results of the collaboration and collective efforts of the DoD SAPR community in preparing a plan that captures the most targeted and relevant tasks being performed to realize the *DoD SAPR Strategic Plan*. The following section captures the tasks defined by plan owners to be pursued and executed. Progress towards target outcomes, as captured by the measures and targets defined in Section 5.2 of this document, shall be provided by DoD SAPRO in cooperation with the collective plan owners. Specific details about plan progress and milestones shall be provided by the respective participating organizations. ***Figure 2*** contains a key to explain the information contained in each of the task columns.

Task Key:
Time: Short = 0 to 1 Year (from date of publication) Med = 1 to 2 Years Long = 2 to 3 Years Continual = On-going/Cyclic Requirement
Priority = Importance to overall strategy; 1 being the most important
OPR = Office of Primary Responsibility
** = Action outlined in *Strategic Direction to the Joint Force on SAPR*
++ = Provision published in NDAA FY12
^^ = Provision published in NDAA FY13

Figure 2

2.1 LOE 1 - Prevention Tasks

Task	Time	Priority	OPR
Implement the *2013 DoD SAPR Strategic Plan.*	Short	1	All
Conduct collaborative review to update the *2008 DoD Sexual Assault Prevention Strategy.***	Med	2	Military Departments & Services, SAPRO
Enhance and integrate SAPR Professional Military Education in accordance with NDAA FY12 requirements.** ++	Med	3	Military Departments & Services
Develop core competencies and learning objectives for all SAPR training to ensure consistency throughout the military.	Short	4	Military Departments & Services, SAPRO
Enhance Pre-command and Senior Enlisted SAPR training.** ^^	Short	5	Military Departments & Services
Enhance SAPR accession training and programs. Explain sexual assault policies to all Service members within 14 days of their entrance on active duty. ** ^^	Short	6	Military Departments & Services
Operationalize findings and recommendations from Initial Military Training reviews.	Short	7	Military Departments & Services
Establish and implement policies that mitigate high-risk behaviors and personal vulnerabilities (e.g., alcohol consumption, barracks visitation).**	Med	8	Military Departments & Services, NGB
Develop, conduct, and assess command climate surveys within 120 days of assuming command and annually as appropriate.** ^^	Short	9	Military Departments & Services, SAPRO, NGB, ODMEO
Deploy SAPR innovation and assessment teams to identify and share promising prevention strategies and techniques.	Short	10	Military Departments & Services, SAPRO
Establish collaboration forum with external experts, federal partners, Military Services, advocacy organizations, and educational institutions to capture and share prevention best practices and lessons learned.	Continual	11	Military Departments & Services, SAPRO
Review national (e.g., state, university), and coalition (e.g., U.K. and Canada) SAPR programs to identify best practices and lessons learned.	Med	12	SAPRO, OGC
Enhance SAPR Annual/Pre-/Post-deployment Training. ++	Short	13	Military Departments & Services
Incorporate specific SAPR monitoring, measures, and education into normal command training, readiness and safety forums (e.g., quarterly training guidance, unit status reports, safety briefings).**	Short	14	Military Departments & Services, NGB
Establish assignment transition policy that ensures Service member sponsorship, unit integration, and immediate assignment into a chain of command.**	Short	15	Military Departments & Services, NGB
Explore expansion of SAPR training to include Recruit Sustainment Programs, Student Flight Programs, and for National Guard prior to arrival at Basic Training.	Short	16	Military Departments & Services, NGB

2.2 LOE 2 - Investigation Tasks

Task	Time	Priority	OPR
Establish Special Victim Capability (SVC). ^^	Med	1	Military Departments & Services, SAPRO, HA, MC&FP(FAP)
Establish policy, monitor, and evaluate program performance and provide guidance with respect to all DoD activities relating to sexual assault criminal investigation and law enforcement programs, pursuant to DoDI 5106.01, such as evaluation of investigative evidence collection and laboratory submissions.	Continual	2	DoD IG
Enhance training for investigators of sexual violence.	Med	3	Military Departments & Services
Develop procedures to ensure early coordination between MCIOs and Judge Advocates when initiating sexual assault investigations.**	Short	4	Military Departments & Services
Establish a Working Group to review initial baseline, periodic refresher, and advanced sexual assault investigation training in order to establish common criteria, measures of effectiveness, and leverage training resources and expertise.	Short	5	Military Departments & Services
Establish Special Victim Capability case assessment protocol for open and closed sexual assault, child abuse, and serious domestic violence cases.	Short	6	Military Departments & Services
Develop policy to ensure sexual assault documentation (DD Form 2911) is retained in accordance with NDAA FY13.	Short	7	Military Departments & Services, NGB
Sustain Defense Enterprise Working Group of Military Criminal Investigation Organizations and Defense Criminal Investigative Service to assess and validate joint investigative technology, best practices, and resource efficiencies benchmarked against external law enforcement agencies.**	Short	8	Military Departments & Services
Review existing procedures to ensure all sexual assault crimes are referred to an MCIO.**	Short	9	Military Departments & Services

2.3 LOE 3 - Accountability Tasks

Task	Time	Priority	OPR
Establish Special Victim Capability. ^^	Med	1	Military Departments & Services, SAPRO, HA, MC&FP(FAP)
Enhance sexual assault training for attorneys and military judges.	Med	2	Military Departments & Services
Conduct assessment of DoD Pilot Program for Special Victims Counsel.	Short	3	OGC, Military Departments & Services
Establish and support independent review and assessment panels of Uniform Code of Military Justice (UCMJ) Response Systems and Judicial Proceedings. ^^	Short	4	OGC
Expand the availability, sequencing, and scope of commander's legal courses across the Services.**	Short	5	Military Departments & Services
Assess effectiveness of the policy to elevate initial disposition authority in certain sexual assault cases to commanders, in the grade of O-6 or higher, who possess Special Court Martial Convening Authority.**	Short	6	Military Departments & Services
Update policies on separation of sexual offenders.**	Short	7	Military Departments & Services
Ensure paralegals and victim-witness assistance personnel receive specialized SAPR training for responding to allegations of sexual assault.**	Short	8	Military Departments & Services
Implement a dispositions and case synopsis module into Defense Sexual Assault Incident Database (DSAID). ^^	Med	9	SAPRO
Increase SAPR first responder knowledge of MRE 514 (Victim Advocate-Victim Privilege).	Short	10	Military Departments & Services
Establish NGB measure for tracking referrals for investigation of unrestricted reports of sexual assault to either MCIOs, civilian Law Enforcement, or NGB-JA/Office of Complex Investigations.	Med	11	NGB

2.4 LOE 4 – Advocacy/Victim Assistance Tasks

Task	Time	Priority	OPR
Establish and operate certification program for SARC)/ SAPR VAs).**	Short	1	Military Departments & Services, SAPRO
Sustain DoD Safe Helpline and ensure local 24/7 contact capability.	Continual	2	SAPRO, Military Departments & Services, NGB
Enhance SARC/VA training.	Short	3	Military Departments & Services, NGB, SAPRO
Develop policy to ensure victims are provided appropriate rights, protections and services; ensure alleged offenders are provided due process rights.**	Short	4	Military Departments & Services
Strengthen service provider participation in an integrated victim services network of care. Effectively integrate SAPR support and victim services (e.g., legal, health, investigations, SARC, SAPR VAs, Victim Witness Assistance Programs, IG).**	Med	5	Military Departments & Services, NGB, SAPRO, OLP, HA
Collaborate with Department of Veterans Affairs and external Veterans Service Organizations to develop victim continuity of care protocol.	Med	6	SAPRO, Military Departments & Services
Collaborate with civilian victim response organizations to improve interoperability.	Continual	7	Military Departments & Services, NGB, SAPRO, HA
Assess and improve portability of victim services in deployed environments.**	Short	8	Military Departments & Services, JCS, SAPRO
Enhance sexual assault health care provider training.	Short	9	Military Departments & Services, HA
Develop policy to allow Reserve Component (RC) Service members who are victims of sexual assault while on active duty to remain on active duty status (includes Warrior Transition Units) to obtain the treatment and support afforded active duty members.** ^^	Short	10	Military Departments & Services, NGB
Resource, standardize, and distribute SARC/VA toolkits.	Continual	11	Military Departments & Services, NGB, SAPRO

2.5 LOE 5 - Assessment Tasks

Task	Time	Priority	OPR
Compile and publish mandated SAPR reports to Congress (e.g., Annual/Military Service Academies (MSA)/DSAID). Modify annual report to include greater detail and information on sexual assaults. ^^	Continual	1	Military Departments & Services, SAPRO
Develop, refine, train, and maintain DSAID across the Total Force.**	Continual	2	Military Departments & Services, SAPRO
Oversee the implementation of Government Accountability Office (GAO) and Defense Task Force – Sexual Assault in the Military Services (DTF-SAMS) recommendations.	Short	3	Military Departments & Services, DoD IG, HA, OGC
Conduct RC and NGB SAPR program review and establish viable policy.	Med	4	Military Departments & Services, NGB, SAPRO
Conduct SAPR review and assessment of Joint Environments.	Med	5	Military Departments & Services, SAPRO
Conduct Force survey cycle. Increase frequency (every two years) of Workplace and Gender Relations surveys. ^^	Continual	6	DMDC
Sustain SAPR program at DEOMI (Command Climate Surveys and SAPR Education incorporated into EEO/MEO curriculum).	Continual	7	SAPRO, ODMEO
Explore whether DoD can operationalize metrics reporting in support of commanders.** Employ comparative civilian research in metrics.	Med	8	Military Departments & Services, SAPRO
Harmonize DoD and Services' survey methodologies, frequency, and key metrics to effectively standardize, measure, analyze, assess, and report program progress.	Short	9	Military Departments & Services, SAPRO, DMDC
Analyze and assess variances in Restricted/Unrestricted Reporting across the Services.	Continual	10	SAPRO
Conduct SAPR program compliance inspections.	Continual	11	Military Departments & Services
Develop and enhance standardized victim surveys.	Med	12	Military Departments & Services, DoD IG
Analyze and assess feedback from DoD Safe Helpline to identify positive and negative trends.	Continual	13	SAPRO
Assess the extent to which the continuum of harm is or should be addressed in SAPR policy.	Med	14	SAPRO
Assess SHARP training applicability for Army National Guard due to state vs. federal differences, structure, and authorities.	Med	15	Army, NGB
Assess feasibility of a SARC Military Occupational Specialty (MOS) or restructuring of military table of organization; addition of skill identifiers.	Long	16	Military Departments & Services
Analyze SAPR data to identify positive and negative case disposition trends from the *DoD Annual Report on Sexual Assault in the Military*.	Continual	17	SAPRO
Assess feasibility of incorporating sexual assault prevention training in Family Readiness, Family Advocacy Program (FAP), and Substance Abuse programs to enhance FAP and SAPR collaboration and training.	Long	18	Military Departments & Services

2.6 Overarching Tenet – Communications Tasks

Task	Time	Priority	OPR
Employ and assess SAPR Communications Strategy.	Continual	1	Military Departments & Services, SAPRO, OSD PA
Maintain Congressional relations.	Continual	2	Military Departments & Services, OSD LA, SAPRO
Develop and employ SAPRO Media Watch.	Continual	3	SAPRO
Develop and update DoD-wide Public Affairs Guidance.	Continual	4	SAPRO, OSD PA
Develop department wide themes, guidance, and execute DoD level Sexual Assault Awareness Month (SAAM) events.	Continual	5	SAPRO, OSD PA, Military Departments & Services, NGB
Develop, resource, and execute Sexual Assault Awareness Month Plan.	Continual	6	Military Departments & Services, NGB, SAPRO
Develop and implement federal partner and Veteran Service Organization (VSO) Outreach.	Continual	7	SAPRO
Assess and maintain SAPR.mil webpage.	Continual	8	SAPRO
Publish SAPR Source.	Continual	9	SAPRO
Sustain White House Violence Against Women Liaison.	Continual	10	SAPRO

2.7 Overarching Tenet – Policy Tasks

Task	Time	Priority	OPR
Review, revise, update, and issue policy (e.g. DODD, DODI, DD Forms)	Continual	1	SAPRO
Conduct SAPR IPTs and quarterly Service meetings.	Continual	2	SAPRO
Develop implementation plan for specialized medical and mental health care policy for sexual assault victims (GAO Report 13-182).	Short	3	Military Departments & Services
Revise DD Form 2910 to incorporate updates, including expedited transfer and document retention notification. ^^	Short	4	SAPRO
Establish/reinforce policies to ensure recruits convicted of sexual assault offenses do not receive accession waivers and to require mandatory processing for administrative separation of Service members convicted of committing a sexual assault. ^^	Short	5	Military Departments & Services, NGB, DASD/MPP
Modify policy for record of dispositions of unrestricted reports. ^^	Short	6	Military Departments & Services, DOD IG
Modify policy provisions for command climate assessments. ^^	Short	7	Military Departments & Services, NGB, ODMEO
Modify policy provisions for dissemination of sexual assault information (e.g., hotline phone numbers and internet websites). ^^	Short	8	Military Departments & Services, NGB, SAPRO

Modify policy provisions for general education campaign for correction of military records when victims experience retaliation. ^^	Short	9	Military Departments & Services, NGB
Establish policy to require General/Flag Officer (G/FO) review of and concurrence with a recommendation to involuntarily separate a Service member who made an unrestricted report of sexual assault if the Service member requests a G/FO review. ^^	Short	10	DASD/MPP, SAPRO
Establish policy for the use of DoD funds and facilities for abortion in cases of rape and incest. Revise related line of duty policies. ^^	Short	11	Military Departments & Services, NGB, HA
Explore expansion of restricted reporting to civilians and contractors.	Med	12	SAPRO

3. DoD SAPRO Center of Gravity Analysis

Centers of gravity (COG). DoD SAPRO conducted a COG analysis to focus our efforts and priorities. The COGs identified in ***Figure 3*** are the critical capabilities we employ in each LOE and correspond with the higher priority tasks outlined in sections 2.1 through 2.5 of the strategic plan.

LOE	Centers of Gravity
Prevention	Commanders and first line supervisors
Investigation	Special Victims Capability (SVC) within Military Criminal Investigation Offices (MCIOs)
Accountability	Commanders and Special Victims Capability (SVC) within legal teams
Victim Assistance	Sexual Assault Response Coordinators (SARC)/SAPR Victim Advocates (VA)
Assessment	SAPRO Oversight Mechanisms

Figure 3

4. SAPR Metrics

4.1 Key Metrics that Identify SAPR Success

DoD's objective is to establish the conditions within the military which lower sexual assault prevalence and increase reporting. DoD's goal is to reduce sexual assault prevalence while increasing percentage of victims that report. DoD SAPRO identified two key "overarching" measures of effectiveness to assess the success of the SAPR program:

- Reduction in sexual assault prevalence as estimated in DoD-wide surveys (DMDC Workplace and Gender Relations Surveys).
- Closing the gap between prevalence estimates and Service member victims who report sexual assaults to authorities.

Figure 4 is a graphic illustration of DoD's estimated unwanted sexual contact prevalence and reports of sexual assault across DoD. Sexual assault is an underreported crime. Closing the gaps between prevalence and reporting will remain a key factor in determining success of our efforts.

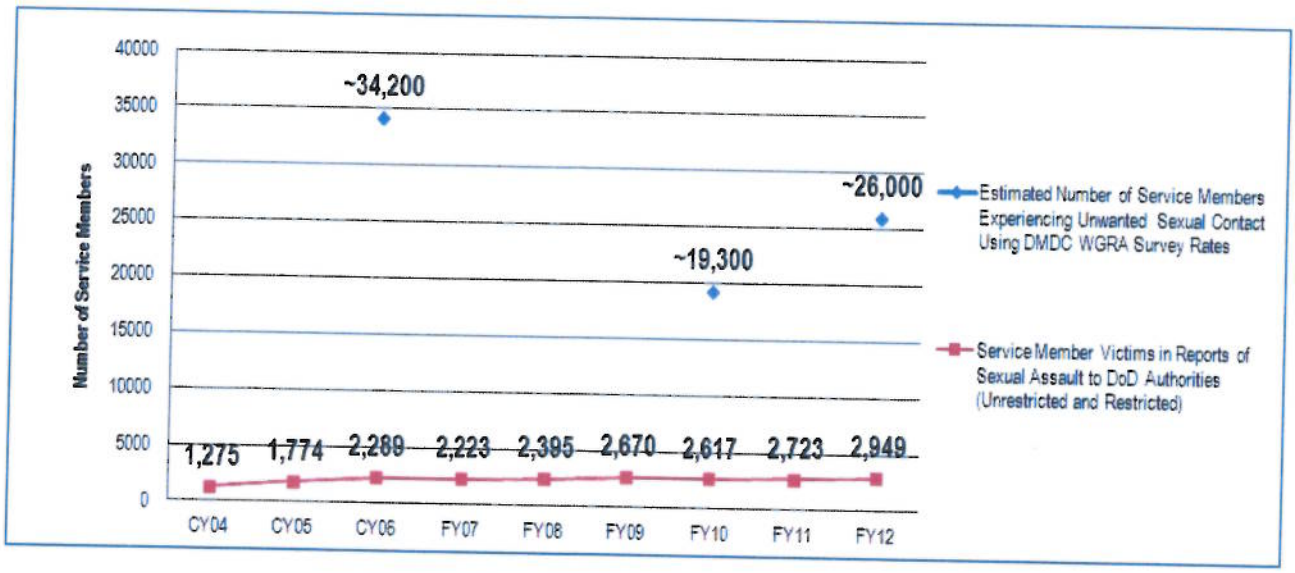

Figure 4

4.2 Measures of Effectiveness and Measures of Performance

Once the strategy is published, USD (P&R) through SAPRO will meet with the Components and Services to ensure metrics are developed and published no later than 90 days from publication of this strategic plan. ***Figure 5*** is the format, to include an example of a task metrics, to develop the DoD SAPR Measures of Effectiveness (MOE)/Measures of Performance (MOP) matrix.

Measure of Effectiveness. An MOE is a criterion used to assess changes in system behavior, capability, or operational environment that is tied to measuring the attainment of an end state, an objective, or the creation of an effect. It measures the relevance of actions being performed.

Measure of Performance. An MOP is a criterion used to assess friendly actions that is tied to measuring task accomplishment.

LOE	Task	Measure (s) of Performance or Effectiveness associated with the task.	What method(s) are used to gather the data?	OPR	Who is tasked to collect data?	Suspense date for data.	Which office collects the data?
Prevention	Enhance Pre-command and Senior enlisted training.	1. Does each Service have a PCC and Senior enlisted training programs in place? If not, which ones still require (MOP)?	Status Report	Services	Schools	Quarterly	Service SAPR Offices
		2. What percentage of Commanders and Senior Enlisted has received the PCC SAPR training (MOP)?	Status Report (DTMS)	Services	Schools	Quarterly	Service SAPR Offices
		3. Are the students receiving accurate and relevant data consistent with Service/DoD policy (MOE)?	Student Survey/Evaluation	Services	Schools	Quarterly	Service SAPR Offices

Figure 5

5. References

Reference
DoD-Wide Sexual Assault and Response Strategic Plan 2010-2015, DEC09
Strategic Direction to the Joint Force on Sexual Assault Prevention and Response, MAY12
Office of the Under Secretary of Defense for Personnel and Readiness Strategic Plan for Fiscal Years 2010-2012
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DoD Sexual Assault Prevention Strategy, 30SEP08
DMDC Workplace and Gender Relations Survey of Active Duty Members, 2006 to 2012