

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

## Academic Program Year 2017-2018



PERSONNEL AND  
READINESS

## OFFICE OF THE UNDER SECRETARY OF DEFENSE

4000 DEFENSE PENTAGON  
WASHINGTON, D.C. 20301-4000

The Honorable Adam Smith  
Chairman  
Committee on Armed Services  
U.S. House of Representatives  
Washington, DC 20515

JAN 25 2019

Dear Mr. Chairman:

Section 532 of the John Warner National Defense Authorization Act for Fiscal Year 2007 (Public Law 109-364) requires an annual report for each Academic Program Year (APY) on the effectiveness of the policies, training, and procedures of each Military Service Academy (MSA), with respect to sexual harassment and violence involving personnel at the United States Military Academy (USMA), United States Naval Academy (USNA), and United States Air Force Academy (USAFA).

The enclosed "Annual Report on Sexual Harassment and Violence at the Military Service Academies, Academic Program Year 2017-2018" meets this requirement, and provides survey results, self-assessment reports, and data on reported cases of sexual harassment and assault involving MSA students occurring between June 1, 2017 and May 31, 2018. The Office of People Analytics' "2018 Service Academy Gender Relations Survey Overview Report" is also enclosed.

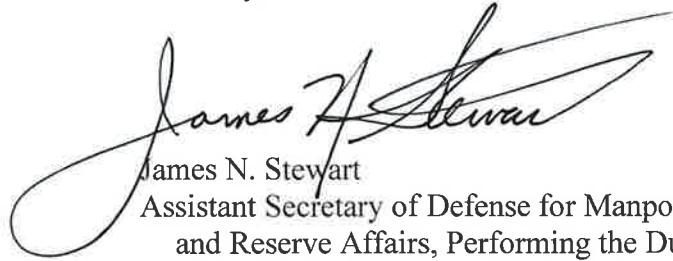
This year's report finds an overall increase in the past-year prevalence of unwanted sexual contact and sexual harassment for both men and women at the MSAs, compared to rates last measured in 2016. Reporting rates of sexual assault also remain about the same as in 2016; about 12 percent of victimized cadets and midshipmen made a report to a Department of Defense authority during the past APY. However, these overall findings do not well represent the outcomes at each MSA. For example, unwanted sexual contact rates only increased for men and women at USMA and for women at USAFA, and stayed the same for men and women at USNA and men at USAFA. Other outcomes, including measures of sexual harassment, problematic alcohol use, and reporting, also varied by MSA and sex of respondent.

The results this year do not reflect the large investment of attention, time, and resources dedicated to these problems, including the recent implementation of the Secretary's June 2017 requirement for the MSAs to develop plans to address sexual harassment and sexual assault. A likely contributing reason is that the required survey of cadets and midshipmen occurred in March/April 2018, before the MSAs fully implemented their Secretary of Defense-directed plans. Nonetheless, each MSA continues to execute comprehensive plans put in place last summer.

The Department is also forging ahead with efforts designed to support the academies, including technical assistance, programmatic evaluations, and new avenues for reporting. This summer's on-site assessment visits will focus on primary prevention efforts and leverage the help of subject matter experts, including the Department's newly-hired Highly Qualified Expert for prevention. Observations from these assessments will be included in the forthcoming APY 2018-2019 report.

I am sending a similar letter to the Chairman of the Senate Armed Services Committee.

Sincerely,

A handwritten signature in black ink, appearing to read "James N. Stewart". The signature is fluid and cursive, with a large loop at the end.

James N. Stewart  
Assistant Secretary of Defense for Manpower  
and Reserve Affairs, Performing the Duties  
of the Under Secretary of Defense for  
Personnel and Readiness

Enclosures:  
As stated

cc:  
The Honorable William M. "Mac" Thornberry  
Ranking Member



PERSONNEL AND  
READINESS

## OFFICE OF THE UNDER SECRETARY OF DEFENSE

4000 DEFENSE PENTAGON  
WASHINGTON, D.C. 20301-4000

The Honorable James M. Inhofe  
Chairman  
Committee on Armed Services  
United States Senate  
Washington, DC 20510

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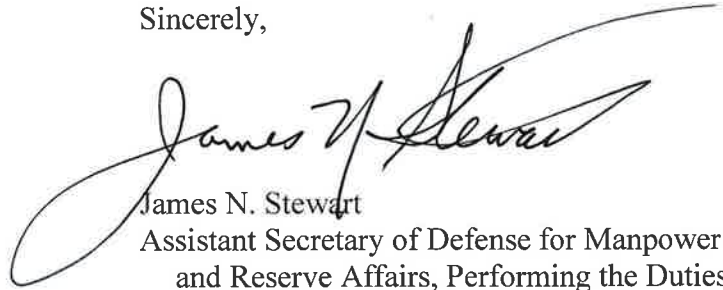
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James N. Stewart  
Assistant Secretary of Defense for Manpower  
and Reserve Affairs, Performing the Duties  
of the Under Secretary of Defense for  
Personnel and Readiness

Enclosures:  
As stated

cc:  
The Honorable Jack Reed  
Ranking Member



**Department of Defense  
Annual Report on Sexual Harassment and Violence at the Military  
Service Academies, Academic Program Year 2017-2018**

The estimated cost of report or study for the Department of Defense (DoD) is approximately 881,078.00 in Fiscal Years 2017-2018. This includes 476,000.00 in expenses and 405,078.00 in DoD labor.

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# Table of Contents

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|  |    |
|--|----|
| Executive Summary .....  | 3  |
| Spotlight: APY 17-18 MSA Infographic.....                          | 6  |
| Introduction and Methodology .....                                 | 7  |
| Academy Specific Infographics .....                                | 8  |
| Action One: Promote Responsible Alcohol Choices .....              | 8  |
| Action Two: Reinvigorate Prevention of Sexual Assault .....        | 15 |
| Action Three: Enhance a Culture of Respect .....                   | 20 |
| Action Four: Improve Sexual Assault and Harassment Reporting ..... | 22 |
| Way Forward for the Academies .....                                | 26 |
| Conclusion .....   | 27 |

# List of Appendices

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- Appendix A: United States Military Academy
- Appendix B: United States Naval Academy
- Appendix C: United States Air Force Academy
- Appendix D: Statistical Data on Sexual Harassment and Sexual Assault
- Appendix E: APY 17-18 Data Matrices and MSA Case Synopses
- Appendix F: List of Acronyms

# List of Enclosures

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- Enclosure 1: United States Military Academy Self-Assessment
- Enclosure 2: United States Naval Academy Self-Assessment
- Enclosure 3: United States Air Force Academy Self-Assessment

# Annex

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- Annex 1: 2018 Service Academy Gender Relations Survey Report





**REPORTING REQUIREMENT**

Congress requires the Department to conduct an annual assessment of the Military Service Academies to determine the effectiveness of policies, training, and procedures with respect to sexual harassment and sexual violence. This year, the Department of Defense accomplished this by reviewing Academy self-assessments and conducting a survey of cadets and midshipmen.

**WHAT WE FOUND**

- The Academies are executing the plans they provided to the Department to address alcohol consumption, sexual assault prevention, academy culture, and sexual assault and sexual harassment reporting. These plans were mostly in place by September 2018 for the start of classes.
- The Department's biennial survey of cadets and midshipmen from March-April 2018 does not reflect the impact of this new programming.

*Continued next page*

## DoD Annual Report on Sexual Harassment and Violence at the Military Service Academies, Academic Program Year 2017-2018

### Executive Summary

The Military Service Academies (United States Military Academy, United States Naval Academy, and United States Air Force Academy) make considerable investments in activities to prevent and respond to sexual harassment and sexual assault by implementing programs that follow Department of Defense policy and federal law. Each year, the Department assesses these efforts.

In June 2017, on behalf of the Secretary of Defense, the Under Secretary of Defense for Personnel and Readiness issued a memorandum for the Academies to develop plans to address four key areas identified as requiring immediate attention:

- Promotion of responsible alcohol choices
- Reinvigoration of prevention of sexual assault
- Enhancement of a culture of respect
- Improvement in reporting of sexual assault and sexual harassment

The Academies submitted their plans to the Department in October 2017 for implementation for incoming cadets and midshipmen arriving in the summer of 2018. The Department fielded its biennial scientific survey of cadets and midshipmen from March/April 2018 prior to the Academies' implementation of their plans. Therefore the results of the survey do not fully reflect the changes in programming. This year's report provides an update on the Academies' progress in each of the four areas directed by the Under Secretary of Defense.

Although strengths exist in different areas for each of the Academies, the activities and fidelity of approaches varied substantially. An effective approach to preventing and responding to sexual assault and sexual harassment at the Academies involves the following actions:

- Integration of activities into a comprehensive strategy
- Evaluation of activities before or during implementation



- Survey results indicate the estimated occurrence of unwanted sexual contact increased for women at the United States Military Academy and United States Air Force Academy, and for men at the United States Military Academy. Estimated occurrence of unwanted sexual contact remained statistically unchanged for men and women at the United States Naval Academy and for men at the United States Air Force Academy.
- The estimated occurrence of sexual harassment increased for men at the United States Military and United States Naval Academies and for women at the United States Naval Academy. Estimated sexual harassment rates remained statistically unchanged for women at the United States Military Academy and for men and women at the United States Air Force Academy.
- The United States Military Academy observed an increase in reports of sexual assault, however reporting of the crime did not change appreciably across the three academies. Overall reporting of sexual harassment decreased.

*Continued next page*

- Implementation of activities in a supportive culture and climate with appreciable fidelity

This year, the Department's scientific survey of the Academies found that overall estimated past-year prevalence (occurrence) of unwanted sexual contact<sup>1</sup> increased for cadets and midshipmen compared to rates last measured in 2016. Among all female cadets and midshipmen, 15.8 percent experienced unwanted sexual contact in the past year in the 2018 survey, an increase from 12.2 percent in 2016. Similarly, 2.4 percent of men experienced unwanted sexual contact in the past year, compared to 1.7 percent in 2016. Unwanted sexual contact estimates only increased for women at the United States Military Academy and United States Air Force Academy, while estimates for men only increased at the United States Military Academy. No statistical changes in estimates of unwanted sexual contact were observed among female and male midshipmen at the United States Naval Academy or for male cadets at the United States Air Force Academy.

While the overall prevalence of sexual assault increased this year, reporting of the crime remained at about the same as last year. The Academies received a total of 117 reports of sexual assault involving cadets and midshipmen in Academic Program Year 2017-2018, five more reports than last year. Among these reports, 69 were Unrestricted and 48 remained Restricted at the close of the academic period. The United States Military Academy observed an increase in reports of sexual assault, receiving 56 total reports (43 Unrestricted and 13 Restricted Reports), up from 50 reports last year. The United States Naval Academy received 32 reports (17 Unrestricted and 15 Restricted), an increase of three reports from the previous year. The United States Air Force Academy received 29 reports (9 Unrestricted and 20 Restricted), down from 33 reports last year.

This year's survey showed that an estimated 50 percent of women and 16 percent of men experienced sexual harassment in the past year. The rate of sexual harassment at

<sup>1</sup> Although the term "unwanted sexual contact" does not appear in Articles 120, 125, or 80 of the Uniform Code of Military Justice (UCMJ), for the purposes of the Service Academy Gender Relations Survey (SAGR) and this report, it is used to refer to a range of sex-related offenses that the UCMJ prohibits. These offenses include completed or attempted oral, anal, or vaginal penetration by a body part or an object and the unwanted touching of genitalia, buttocks, breasts, or inner thighs when the victim did not or could not consent. The survey is conducted in April of even numbered years. Respondents to the survey are asked about their experiences of unwanted sexual contact in the 12 months that constitute the Academic Program Year (APY) (June 1 to April 30). The definition of unwanted sexual contact used in the SAGR is behaviorally based and not intended to designate specific UCMJ offenses or establish crime rates.

**ACTION ITEMS FOR THE ACADEMIES:**

- Continue to execute and implement respective plans.
- In execution of plans, ensure activities are integrated into a cohesive comprehensive strategy, have been or are being evaluated, and are implemented with fidelity in a supportive climate.
- Employ the technical assistance recently provided by the Department to address gaps in these areas.

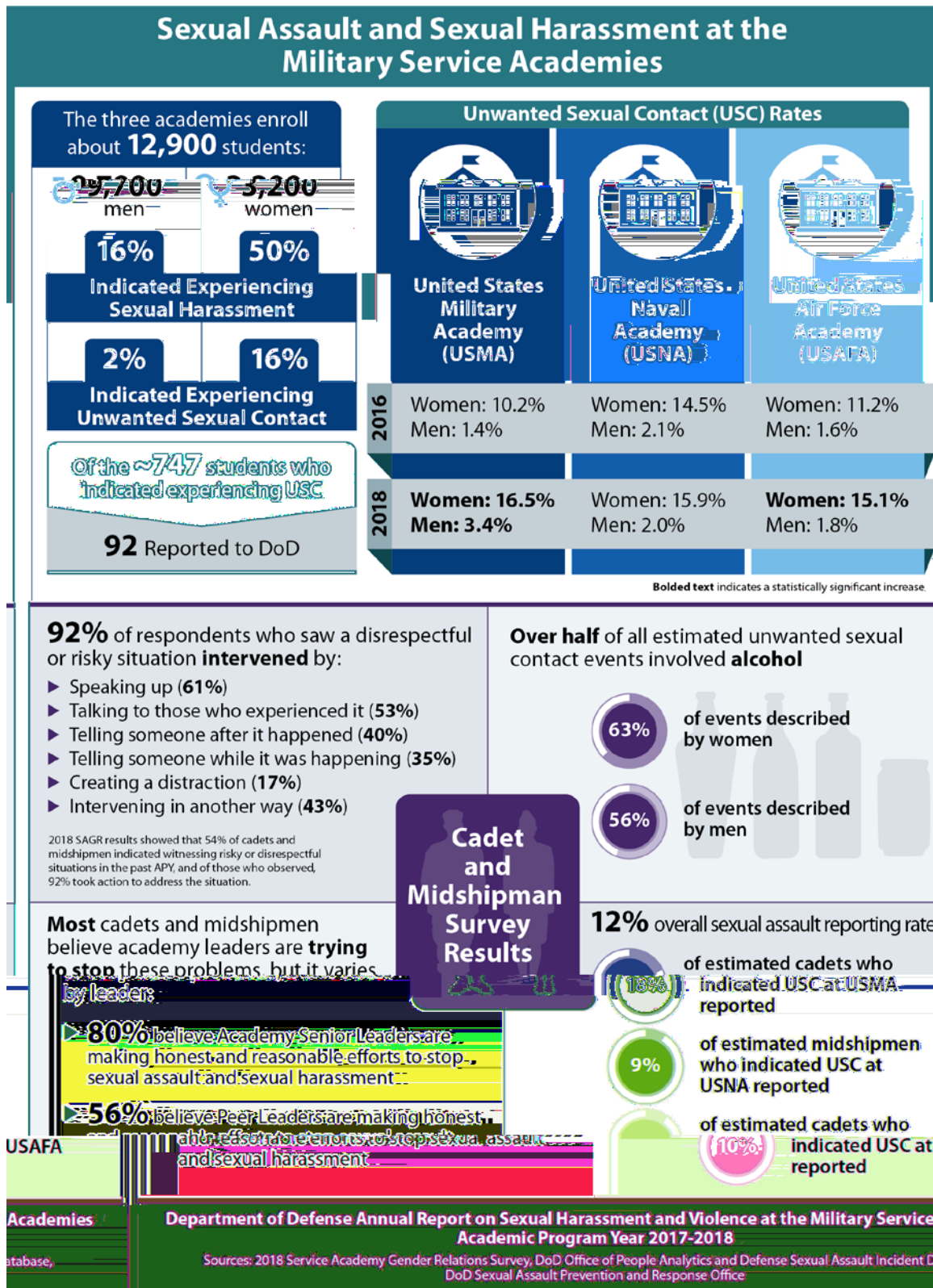
The entire report is available on-line at *SAPR.mil*

the United States Military Academy remained statistically unchanged for women (46 percent in 2016 to 48 percent in 2018) and increased for men (13 percent in 2016 to 17 percent in 2018). Estimated rates also increased at the United States Naval Academy for both women (56 percent in 2018 versus 51 percent in 2016) and men (17 percent in 2018 versus 12 percent in 2016). At the United States Air Force Academy, the estimated rate of sexual harassment remained statistically unchanged at 46 percent for female cadets (47 percent in 2016), and 13 percent of male cadets (11 percent in 2016).

Fewer cadets and midshipmen chose to make sexual harassment complaints this year than last year. Across the Academies, there were seven informal complaints and zero formal complaints. The total seven complaints are down from the 16 received last year. Of the seven total complaints of sexual harassment made this year, the United States Military Academy received four informal complaints, the United States Naval Academy received two, and the United States Air Force Academy received one.

The Department will focus its 2019 on-site assessment visits to review and assist with prevention and response programming. In addition, the Department will assess the Academies' continued progress in executing action plans prepared at the direction of the Under Secretary of Defense for Personnel and Readiness.

# Spotlight: APY 17-18 MSA Infographic



# Introduction and Methodology

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The Department of Defense (DoD) annually assesses the Military Service Academies' (MSA) programs that address sexual harassment and sexual assault in accordance with Section 532 of the John Warner National Defense Authorization Act for Fiscal Year 2007 (Public Law 109-364). DoD assessments for Academic Program Years (APYs) beginning in odd-numbered years, as in this year's report, include self-assessments and an anonymous, scientific survey of cadets and midshipmen. The biennial survey, known as the *Service Academy Gender Relations Survey (SAGR)*, covers topics such as the past-year estimated prevalence of unwanted sexual contact (USC) and sexual harassment, factors that affect reporting, and aspects of command climate. The results of the *2018 SAGR* are in Annex 1.

The Under Secretary of Defense for Personnel and Readiness (USD(P&R)) June 2017 Memorandum requested the MSAs to develop plans addressing four key areas identified as needing immediate action, including:

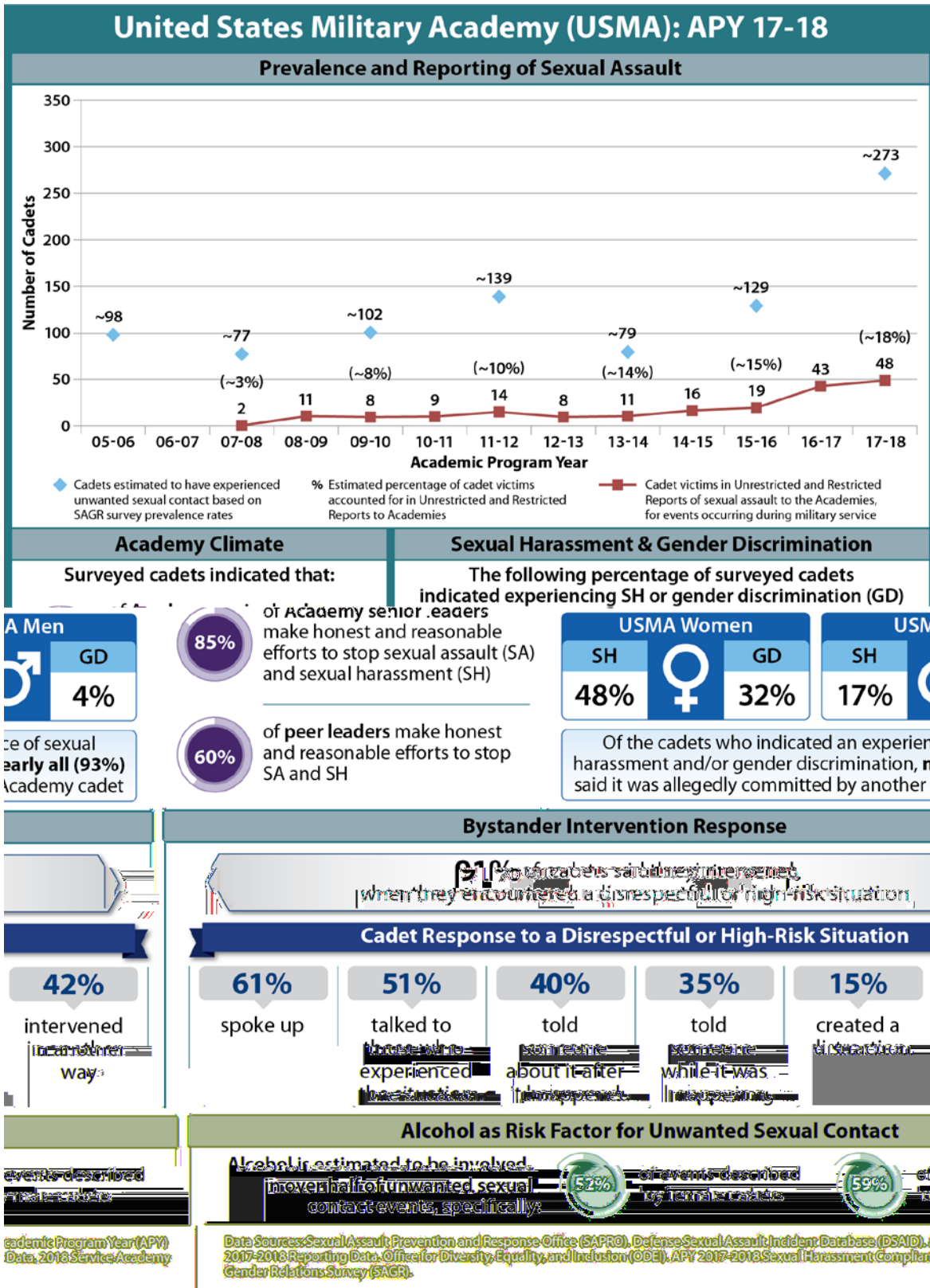
1. Promotion of responsible alcohol choices
2. Reinvigoration of prevention of sexual assault
3. Enhancement of a culture of respect
4. Improvement in reporting of sexual assault and sexual harassment

The MSAs submitted these plans to the Department in October 2017 for implementation the following APY. The United States Military Academy (USMA), United States Naval Academy (USNA), and United States Air Force Academy (USFA) self-assessments describe progress in their Sexual Assault Prevention and Response (SAPR) programs, new initiatives, and steps taken to accomplish their USD(P&R) plans. Additionally, the MSAs reviewed efforts made to satisfy required action items assigned from the Department's Sexual Assault Prevention and Response Strategic Plan. Enclosures 1 through 3 include the MSAs' self-assessments and Appendices A through C include a summary of the actions taken by each Academy.

This year's report for APY 17-18 (June 1, 2017 – May 31, 2018) is organized by the four key areas identified in the USD(P&R) memorandum. The following section includes infographics that highlight *2018 SAGR* survey and data on sexual assault reports and sexual harassment complaints made at the MSAs. More detailed statistical data from APY 17-18, and an analysis of these data, can be found in Appendices D and E of this report.

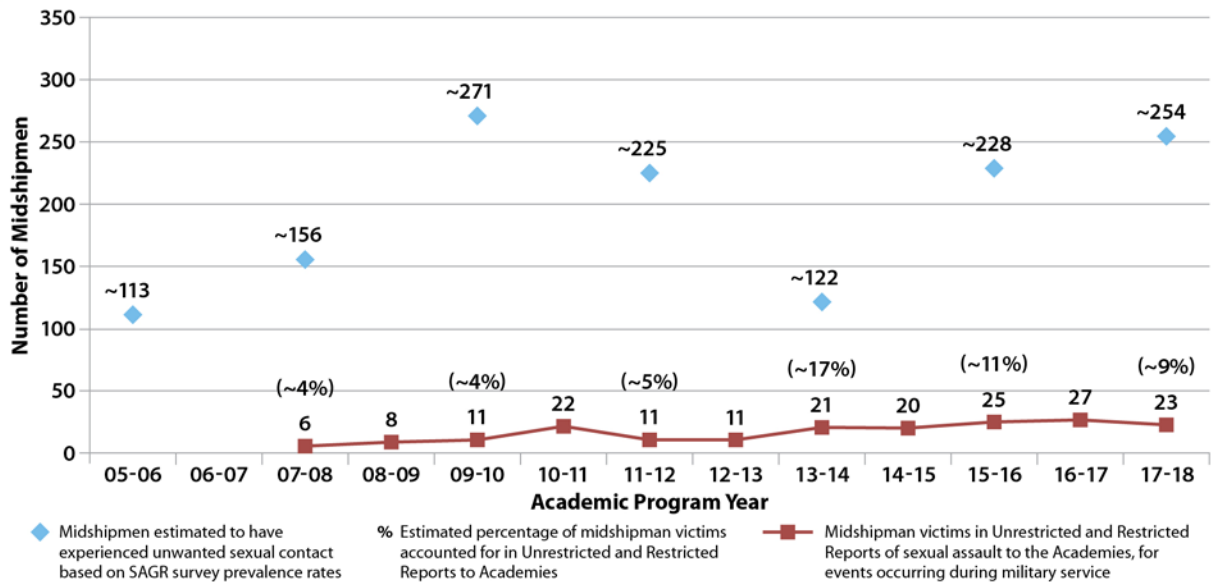


# Academy Specific Infographics



# United States Naval Academy (USNA): APY 17-18

## Prevalence and Reporting of Sexual Assault



### Academy Climate

Surveyed midshipmen indicated that:

**76%** of Academy senior leaders make honest and reasonable efforts to stop sexual assault (SA) and sexual harassment (SH)

**53%** of peer leaders make honest and reasonable efforts to stop SA and SH

### Sexual Harassment & Gender Discrimination

The following percentage of surveyed midshipmen indicated experiencing SH or gender discrimination (GD)

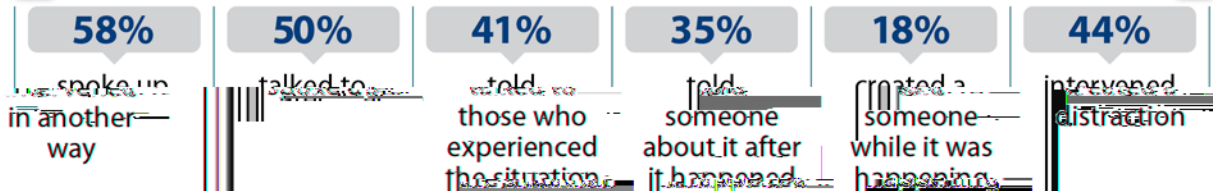
| USNA Women |   |     | USNA Men |   |    |
|------------|---|-----|----------|---|----|
| SH         | ♀ | GD  | SH       | ♂ | GD |
| 56%        |   | 37% | 17%      |   | 4% |

Of the midshipmen who indicated an experience of sexual harassment and/or gender discrimination, **nearly all (94%)** said it was allegedly committed by another Academy midshipman

### Bystander Intervention Response

**92%** of midshipmen said they intervened when they encountered a disrespectful or high-risk situation

#### Midshipmen Response to a Disrespectful or High-Risk Situation



### Alcohol as Risk Factor for Unwanted Sexual Contact

Alcohol is estimated to be involved in over half of unwanted sexual contact events, specifically:

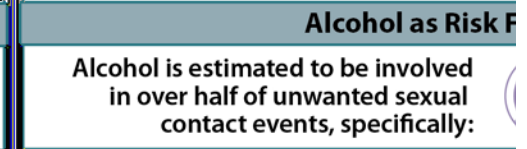
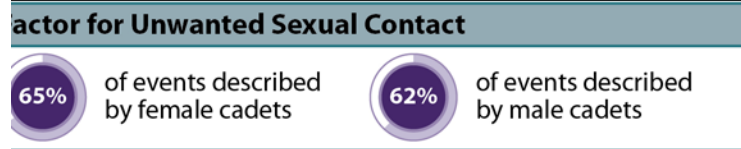
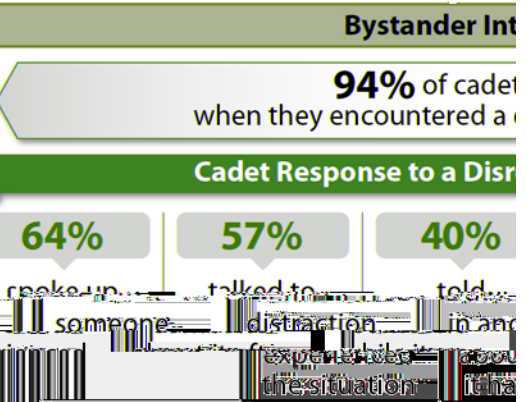
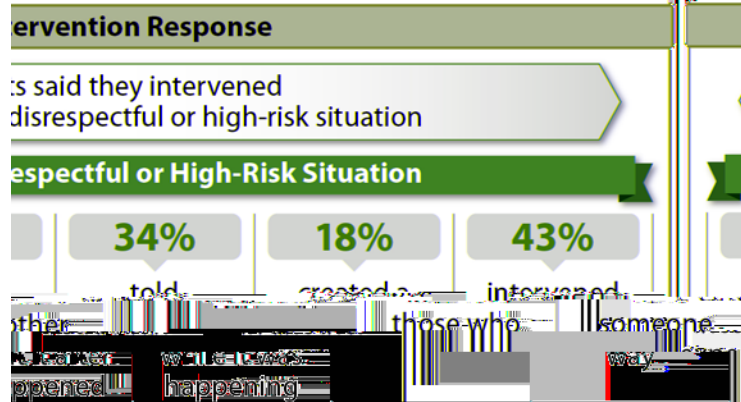
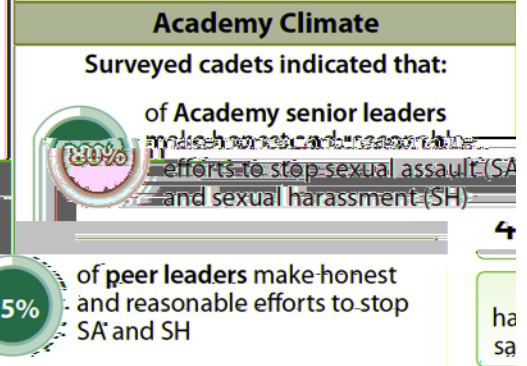
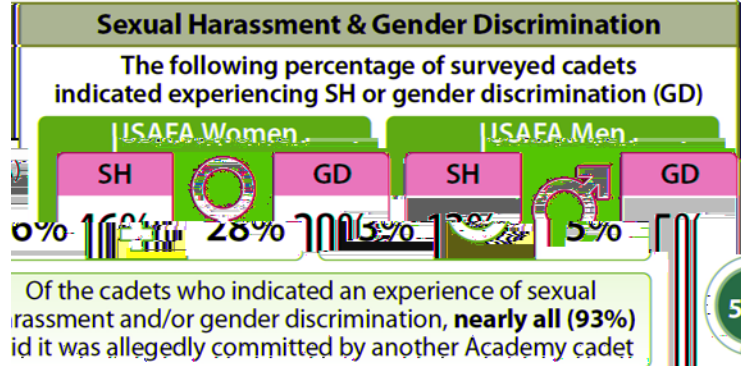
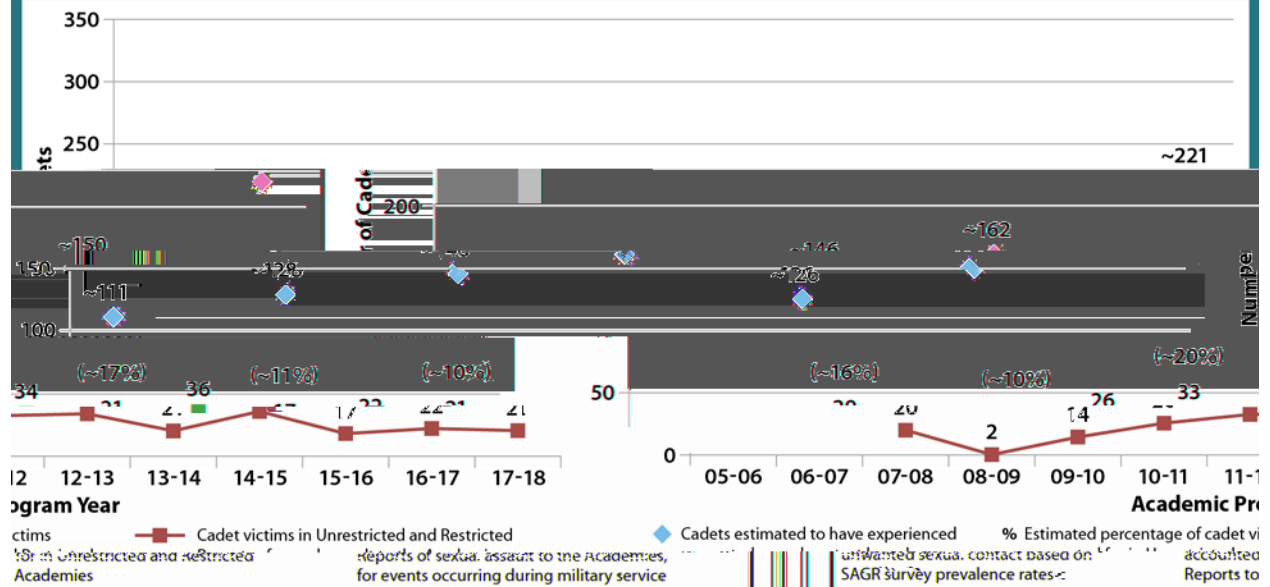
- 77%** of events described by male midshipmen
- 45%** of events described by female midshipmen

Academic Program Year (APY) Data, 2018 Service Academy

Data Sources: Sexual Assault Prevention and Response Office (SAPRO), Defense Sexual Assault Incident Database (DSAID), Ac 2017-2018 Reporting Data, Office for Diversity, Equality, and Inclusion (ODEI), APY 2017-2018 Sexual Harassment Complaint Gender Relations Survey (SAGR).

# United States Air Force Academy (USAFA): APY 17-18

## Prevalence and Reporting of Sexual Assault



Data Sources: Sexual Assault Prevention and Response Office (SAPRO), Defense Sexual Assault Incident Database (DSAID), Academic Program Year (APY) Inclusion (ODEI), APY 2017-2018 Sexual Harassment Compliant Data, 2018 Service Academy



The MSAs developed plans in response to action items directed in the USD(P&R) June 2017 Memorandum, which they submitted to the Department in October 2017. The MSAs' self-assessments this year documented their efforts to implement the plans. The following sections summarize their actions in the past APY.

## Action One: Promote Responsible Alcohol Choices

### USMA Efforts to Promote Responsible Alcohol Choices

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#### Academy Plans

The Military Academy intended on leveraging a small group approach to cadet training and discussions based on the Army-wide "Not in My Squad" initiative. Elements of the plan included:

- Require leaders to enforce basic standards
- Apply swift corrective action in cases of alcohol misconduct
- Require alcohol offenders to engage with a leader for six months of weekly mentorship
- Rotate brigade leadership to all academic and athletic departments
- Implement online education modules
- Employ small-unit, leader-led discussions

#### Activity Summary

As outlined by USMA's self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Require leaders to enforce basic standards:* With oversight from the Brigade Tactical Department (BTD), the Corps of Cadets works to promote responsible behavior change. BTD staff assesses alcohol programs at the completion of the spring academic semester, review data from past-year's alcohol incidents, and recommends future changes to programs.

*Require alcohol offenders to engage with a leader for six months of weekly mentorship:* BTD continued to foster a working relationship with the Army Substance Abuse Program and updated the Special Leader Development Program, "Alcohol," a six-month rehabilitative tool that requires alcohol offenders to engage with an officer or Non-Commissioned Officer (NCO) to reflect on the incident. Policy Letter #3 was also updated to provide regulations associated with illegal drinking and discretion to the Brigade Tactical Officer (BTO) to assign a failing grade in Military Development if a cadet receives a Brigade Board for alcohol misconduct. Additionally, the BTO withholds authority to assign disciplinary action for all alcohol-related misconduct and may delegate to Regimental Tactical Officers to hasten response when necessary.

*Rotate brigade leadership to all academic and athletic departments:* USMA noted that the BTO and corresponding Senior Enlisted Leader (SEL) visited all academic and athletic departments, challenging cadets to "stamp out" indiscipline in its classrooms and on its fields. However, USMA provided little detail as to when and how this was accomplished, or which cadets heard these messages.

*Implement online alcohol education modules:* USMA contracted with EverFi, a civilian company that works with colleges and universities, to introduce its first formal online training program to the entire Corps of Cadets in the fall of 2017. The training aimed to provide cadets with alcohol facts to support more informed decisions about drinking choices. Embedded surveys provided

a baseline set of data to better understand how cadets think and behave towards, and with, alcohol. Survey responses indicated that while most cadets generally exercise discipline and common sense when drinking, at least 20 percent reported problematic drinking behaviors. The data provided insight into typical drinking behaviors at USMA such as chugging, pre-gaming, and heavy weekend drinking.

The data gleaned from the EverFi surveys was presented throughout the year to the members of the Sexual Assault Review Board (SARB) for discussion and evaluation and were also shared with the Simon Center's Education Officer for consideration in specific Cadet Character Development Program (CCDP) classes. BTD Operations remains the proponent for executing the EverFi online training. Collaboration between the Sexual Harassment/Assault Response and Prevention (SHARP) Office, BTD, and other stakeholders will continue to evaluate the data provided through this platform. As this was the first year USMA used the EverFi program, leaders plan to use the refresher courses in the coming year to evaluate trends and determine how to best use the data to refine programs to positively impact cadet drinking behavior.

*Employ leader-led discussion:* USMA strived to encourage responsible alcohol use by focusing programs at the squad-level. The CCDP was updated to employ decentralized, interactive, scenario-based training sessions in the past year. Rather than stereotypical slide presentations on responsible drinking and healthy relationships, small unit leaders facilitated integrated discussions about challenges connected to intimate and professional relationships. The CCDP provides instruction and structured reflection on the concepts central to standards of behavior for the United States Army. The program is discussed in greater detail in Chapter 3 of USMA's Gold Book available here: <https://www.usma.edu/scpme/SitePages/Gold%20Book.aspx/>

## USNA Efforts to Promote Responsible Alcohol Choices

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### Academy Plans

The Naval Academy sought to change attitudes and behaviors related to alcohol use, as well as change the context in which alcohol use occurs through the following actions:

- Develop a four-year alcohol educational program
- Review alcohol policies guided by the USNA Alcohol Working Group
- Expand existing training efforts
- Assess effectiveness of breathalyzer tests
- Assess feasibility of serving alcohol in Dahlgren Hall

### Activity Summary

As outlined by USNA's self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Develop a four-year alcohol educational program:* The Commandant's Alcohol Working Group (AWG) developed a formalized training plan with specific objectives for each class and collaborated with the Director of Prevention Education (DPE) to ensure the Sexual Harassment and Assault Prevention and Education (SHAPE) curriculum addressed appropriate themes. Additionally, all alcohol training included appropriate messages sensitive to SAPR victim concerns and SHAPE prevention methods.

*Review alcohol policies:* Among alcohol-related policies, USNA broadened opportunities for supervised unit-level social events, including tailgating at sporting events. In addition, the

Alcohol and Drug Education Officer (ADEO) role was established and corresponding responsibilities were assigned to all members of the Commandant's Cost Center. The ADEO provides alcohol program recommendations to the Commandant of Midshipmen, who is briefed weekly on alcohol related incidents and treatment plans for midshipmen with alcohol misuse concerns. The AWG and ADEO teams assess ways to improve messaging that best resonates with midshipmen. At the midshipman-level, resources include the "Guardian Angel" program in which peers help each other return home safely after drinking. Following a review of the "21<sup>st</sup> Birthday Training," USNA deemed the activity ineffective in curbing alcohol misuse, and terminated all associated program resources in APY 17-18.

*Expand existing training efforts:* USNA continued offering programs specific to making responsible alcohol choices during the program year including "Midnight Teachable Moments," a company-level scenario-based training to address issues surrounding alcohol that midshipmen may encounter while on liberty. USNA doubled training frequency to 30 times a year due to midshipmen feedback, and breathalyzers were used as a training tool. Leadership expanded the "Keep What You've Earned" campaign, using individuals who have been negatively affected by alcohol as an example and resource to educate the Brigade. Targeted messages and Brigade-wide briefs on responsible alcohol choices were issued at important times in the school year, such as prior to summer training and spring break. Alcohol Awareness Week was conducted the week prior to spring break, which involved daily discussions, a company-level training, a Brigade-wide brief, and a 5K race to promote responsible choices. USNA employed "XYZ Cases," anonymized fact patterns from prior adjudicated misconduct cases, to help educate midshipmen and guide responsible decision making.

*Assess effectiveness of breathalyzer tests:* Upon review of this practice, the use of breathalyzers at the USNA gate for midshipmen returning from liberty was terminated due to feedback that the practice became counterproductive to prevention efforts.

*Assess feasibility of serving alcohol in Dahlgren Hall:* Serving alcohol in Dahlgren Hall, a midshipman activity center on campus with a snack bar, was not approved. However, USNA approved other on-base alcohol venues for midshipmen of legal drinking age. In the past APY, the "Firstie Club" was established as an option for first class midshipmen to consume alcohol in an on-base, supervised setting. In addition, a framework was laid for Second Class midshipmen to open a similar "Second Class Club" in the spring of 2019 to provide a setting for interaction with senior officer leadership. USNA established these venues to provide locations where alcohol could be consumed responsibly and as an alternative to drinking off campus.

## USAFA Efforts to Promote Responsible Alcohol Choices

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### Academy Plans

In its APY 17-18 plan, USAFA listed the following objectives:

- Examine practices to promote responsible alcohol use
- Revise trainings to promote responsible alcohol choices
- Evaluate the online CollegeAIM program to determine viability for cadets

### Activity Summary

As outlined by USAFA's self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Examine practices to promote responsible alcohol use:* The Peak Performance Center (PPC) and Substance Abuse Prevention Services (SAPS) clinic routinely provided cadets with alcohol assessments, psychoeducational materials, and regularly conducted outreach to proactively address responsible alcohol consumption. SAPS staff distributed a newsletter during the month of March to all cadets highlighting responsible drinking skills prior to spring break. The clinic also partnered with the USAFA Sexual Assault Response Coordinator (SARC) Office to offer Interpersonal Skills Training to the Cadet Third Class cohort. During APY 17-18, more than 2,100 cadets received alcohol education through the PPC and SAPS outreach initiatives. Professional Ethics and Education Representatives also held an outreach event, using an interactive approach to engage nearly 400 cadets.

*Revise alcohol trainings:* All three-degree cadets (sophomores) participate in alcohol training conducted by the PPC in small group sessions prior to beginning their academic year. SAPR and Judge Advocate staff also identified an opportunity for additional effort and created and conducted training for bartenders at a cadet area bar on bystander intervention and laws concerning sexual assault and intoxication. The training discussions ultimately led to other USAFA policy changes to promote responsible drinking at the bar, including restricting the amount of wine and beer allowed for purchase at one time and increasing supervision on Thursday nights, allowing for greater observation and intervention on the bar's most attended night. USAFA also utilizes the Bystander Intervention Training for Alcohol Servers developed by the United States Air Force.

*Evaluate CollegeAIM:* Rather than assess materials from CollegeAIM, USAFA ultimately decided to evaluate the Cadet Healthy Personal Skills (CHiPS) training for incoming basic cadets receive during Basic Cadet Training (BCT). Although not implemented to solely target alcohol use, CHiPS' long term goals are to increase healthy interpersonal relationship skills and reduce risk factors for unhealthy relationships, including alcohol misuse. The CHiPS training was developed during APY 16-17 and implemented with half of the BCT class during APY 17-18.

## SAGR Outcomes: Alcohol Use Behaviors

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

This is the first year the Department asked cadets and midshipmen about alcohol use on the SAGR survey; therefore, trend data for the following results are not available. Nearly half (48 percent) of surveyed cadets and midshipmen reported drinking zero to two drinks on a typical day when drinking. However, 15 percent of women and 32 percent of men indicated heavy drinking (five or more drinks at a time on a typical day when drinking).<sup>2</sup> In addition, about 25 percent of women and 28 percent of men indicated at least one episode in the past year of being unable to remember what happened the night before because they had been drinking.

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<sup>2</sup> In this context, heavy drinking is defined as drinking five or more drinks in an average day of consumption. This measure does not indicate the frequency or regularity of alcohol use.

USAFA's results on these two problematic alcohol measures were statistically lower than the other two MSAs.

### USMA

Forty three percent of surveyed USMA cadets said they drink zero to two drinks on a typical day when drinking. In addition, 17 percent of female cadets and 35 percent of male cadets reported alcohol use consistent with heavy drinking (5 or more drinks typically when drinking). Approximately 31 percent of men and 25 percent of women acknowledged at least one occasion in the past year of being unable to remember what happened the night before due to drinking.

### USNA

Of surveyed midshipmen, 43 percent said they drink zero to two drinks on a typical day when drinking. Among those who indicated greater alcohol use, 18 percent of women and 38 percent of men indicated use consistent with heavy drinking. In addition, 28 percent women and 30 percent men acknowledged at least one occasion in the past year of being unable to remember what happened the night before due to drinking.

### USAFA

Most surveyed cadets at the Air Force Academy (58 percent) indicated they drink zero to two drinks on a typical day when drinking. About 10 percent of female cadets and 22 percent of male cadets reported behaviors consistent with heavy drinking. Twenty one percent of female cadets and 23 percent male cadets acknowledged at least one occasion in the past year of being unable to remember the prior night's events due to drinking.

## Action Two: Reinvigorate Prevention of Sexual Assault

### USMA Efforts to Reinvigorate Prevention of Sexual Assault

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#### Academy Plans

The USMA plan addressed the following areas:

- Leverage the SHARP Prevention and Education Working Group
- Spread key messages and desired outcomes from the SHARP conference

#### Activity Summary

As outlined by USMA's self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Leverage SHARP Prevention and Education Working Group:* The SHARP Prevention and Education Working Group was tasked by the Superintendent to evaluate how USMA could better integrate and synchronize the efforts being made in the academic, military and physical programs to address character development education in a holistic way.

*Spread key messaging from SHARP Conference:* USMA reframed its Annual SHARP Conference to become the Relationships 101 Symposium. Lectures, workshops, and keynote addresses were open to the entire academy. A key change for this year's event was the addition of a mandatory lecture for each cadet class. The presentation each class received was



connected to future CCDP lessons, either directly or indirectly to reinforce the key messages delivered by the speaker. Cadets were encouraged to pause and reflect on their own personal behaviors and how to apply the skills and concepts to their daily interactions and relationships. The Symposium focused on providing cadets with positive behaviors and actions they can take to promote a healthy command climate, develop healthy intimate relationships, and effectively intervene to support their peers.

*Revised sexual violence educational approach:* USMA's self-assessment noted that its prior sexual violence educational programs focused on solutions, interventions, and perspectives grounded in assumptions about what cadets needed from the academy's viewpoint. This approach contributed to animosity and defensiveness among cadets. Quantitative and anecdotal data suggested that cadets perceived USMA efforts as negative, shaming, and unhelpful. In response, USMA implemented the "Haven" program, a baseline online training about sexual violence.

Throughout the year, the CCDP dedicated four to five hours of classroom instruction to lessons intended to reduce the conditions that can lead to sexual assault and sexual harassment. The Education Officer worked with the SHARP Program Manager, Cadets Against Sexual Harassment/Assault (CASHA) Committee, and BTD to develop curriculum focused on issues including toxic masculinity, alcohol abuse, hook-up culture, pornography, and coercion. These topics were developed by reviewing recurring themes from APY 16-17 sexual assault cases at USMA.

USMA also offered decentralized, interactive, scenario-based training sessions in which small unit leaders facilitated relevant discussions about challenges connected to intimate and professional relationships. To support this approach, USMA added Company Character Education Teams. These teams were comprised of a Training, Advising, and Counseling Officer (TAC) or TAC NCO and two volunteers from the staff, faculty, and USMA community. The goal of these teams was to provide the TAC Team delivering character education curricula with the skills and knowledge to facilitate conversations about issues related to sexual assault, harassment, hazing and bullying. This approach ensured that TAC Team conversations with cadets aligned with the stated goals and learning outcomes of the educational sessions. In addition, the TAC Team was taught how to provide personal experiences and reflection on topics, to give deeper meaning to issues. Various cadet companies, teams, and clubs also participated in "One Love Escalation" workshops, an initiative intended to raise awareness about intimate partner violence, and to provide skill-based programming and support to cadets.

## USNA Efforts to Reinvigorate Prevention of Sexual Assault

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### Academy Plans

The Academy's plan addressed the following:

- Revise SHAPE curriculum to equip midshipmen with skills to intervene in risky situations
- Update academy trainings for midshipmen and permanent party staff

### Activity Summary

As outlined by USNA's self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*SHAPE curriculum revisions:* This year, the Academy worked to refocus the course of instruction onto prevention topics. The program continues to be facilitated by subject matter

experts, and specially-trained midshipmen teach their peers following an updated syllabus informed by the latest research and innovative methods. Assessment of the SHAPE curriculum is conducted continually through anonymous midshipmen feedback, which is reviewed by the midshipmen peer educator team and used to address problems or deficiencies in delivery. The Director of Prevention Education also uses the feedback to modify curriculum content and make revisions addressing reception of important concepts when necessary. Additional faculty with prevention expertise ensures SHAPE curriculum is compliant with current research.

*Update USNA trainings:* The Initial SAPR Training for plebes in Plebe Summer was reduced to two phases, the second of which was a 90-minute SAPR discussion conducted at the platoon level by the Company Officer (CO) or SEL teaching alongside a member from the SAPR department. Initial feedback from midshipmen and company leaders shows that this unified message aided information retention and allowed permanent party staff to play a more prominent role in shaping midshipmen attitudes by defining expectations. Permanent party staff received refresher courses addressing updates to the prevention program. The USNA SAPR Program Manager (PM) also assisted the Naval Academy Athletic Association in updating the trainer/coach care protocol and report procedures to ensure that all athletes receive appropriate care and protection from inappropriate behavior. The SHAPE Third Class curriculum female-only session was re-written to focus on identifying relevant gender expectations and their impact on individual and collective experiences. Overwhelming feedback from female midshipmen requested that their revamped session generate strategies for fostering supportive environments premised on treating everyone with dignity and respect. This feedback originated from female peer educators who saw the changes to the Third-Class male-only sessions and demanded their sessions be updated.

## USAFA Efforts to Reinvigorate Prevention of Sexual Assault

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### Academy Plans

USAFA's plan involved employing a series of SAPR trainings and educational programs, including CHiPS and Healthy Relationships Training, to reinvigorate sexual assault prevention efforts and:

- Develop a curriculum to promote healthy relationships
- Incorporate prevention messaging throughout the agency
- Employ Violence Prevention Integrators (VPIs)

### Activity Summary

As outlined by USAFA's self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Develop curriculum to promote healthy relationships:* Three years ago, the Athletic Department, in conjunction with SAPR and the USAFA Judge Advocate office, developed a series of discussion-based trainings to educate student-athletes on healthy relationship behaviors in small group settings to allow for honest conversations. The Athletic Department expanded this training to all intercollegiate athletes this year. In addition, USAFA has committed to a formal evaluation of this program in APY 19-20 to determine potential application with all cadets.

*Incorporate prevention messaging throughout the agency:* USAFA is currently revising its sexual assault curricula delivered to each cadet class year. Four-degree cadets (freshmen) receive a SAPR BCT within their first 10 days on base. In addition, new for this APY, half of the four degrees received the CHiPS evidence-based program that showed promise of reducing



sexual violence in a prior randomized control trial study. This approach will allow course leaders to further evaluate outcomes before expanding it to a full class year. Three-degree cadets (sophomores) receive a cadet Bystander Intervention Training (cBIT). Second degree cadets (juniors) receive a subject matter expert briefing focused on addressing topics as leaders at the Academy and conceptualizing their personal role in SAPR. First class cadets (seniors) receive a subject matter expert briefing on their role as leaders in preventing sexual assault.

As the new SAPR staff arrived on station this year, they began reviewing and collaborating on the best way forward. The first two curricula they reviewed were cBIT and SAPR BCT. Since part of the effort of the new staff is to ensure credibility amongst the installation, the staff implemented a train-the-trainer course with all permanent staff and volunteer instructors. Each volunteer required certification by a permanent staff member to instruct prior to teaching cadets to ensure consistency, accurate information, and quality presentations. SAPR staff are evaluating the cBIT course for revisions to ensure it includes foundational bystander lessons similar to the skills the Total Force received from 2016 through 2018. SAPR staff conducted discussions with all faculty departments to address changes in personnel and the permanent party's role in prevention. Staff briefed updates to various offices.

Lastly, following the past year investigation and discipline of USAFA Lacrosse team cadets, members of the team worked with Cadet Wing leadership, Dean of Faculty members, and the Judge Advocate to develop the Hazing Education and Prevention Program. Lacrosse team cadets provided this training to all cadet squadrons.

*Use VPIs to address interpersonal violence:* USAFA hired two VPIs who coordinate prevention programs and monitor results of initiatives for the Cadet Wing and permanent party. They work in collaboration with other stakeholders, including Family Advocacy Program, chaplains, Military Family Life Counselors, Alcohol and Drug Abuse Prevention and Treatment, and PPC.

## SAGR Outcomes: Unwanted Sexual Contact

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The 2018 SAGR found that 15.8 percent of Academy women and 2.4 percent of Academy men experienced USC during the past APY. These rates reflect statistical increases for both men and women compared to rates measured by the 2016 SAGR and are largely driven by the increase in USC for men and women at USMA noted below. The Department's point estimate of cadets and midshipmen experiencing USC in the past year increased from about 507 in 2016 to about 747 in 2018.

### USMA

Female cadets at USMA experienced statistically higher rates of USC in 2018 than in 2016 (16.5 percent versus 10.2 percent). There was also a statistical increase in rates of USC for USMA men (3.4 percent in 2018 versus 1.4 percent in 2016). The Department estimates that these rates are consistent with about 273 USMA cadets experiencing some kind of USC in the past year, up from 129 USMA cadets in 2016.

### USNA

The 2018 SAGR showed that estimated rates of past-year USC prevalence among USNA women (15.9 percent) and USNA men (2.0 percent) remained statistically unchanged from 2016. The point estimate for the number of midshipmen experiencing USC trended upward from 228 in 2016 to 254 in 2018, consistent with the slight upward movement in USC rates measured for midshipmen in 2018. However, the change in USC rates were not

statistically significant. The point estimate is the “best” estimate of the number of midshipmen experiencing USC in the past year. The true number actually lies somewhere on a range of values between 235 and 273.

## USAFA

The *2018 SAGR* found that 15.1 percent of USAFA women experienced USC in the past APY, a statistically significant increase from 11.2 percent in 2016. The *2018 SAGR* also showed that 1.8 percent of USAFA men experienced USC in the past year, a rate statistically unchanged from 2016. These rates suggest that about 221 USAFA cadets experienced some form of USC in the past APY, up from about 150 cadets estimated two years ago.

## Other Prevention Outcomes

Prevention approaches at the MSAs include training cadets and midshipmen how to identify and safely intervene in risky situations that may lead to USC. The *2018 SAGR* results showed that 54 percent of cadets and midshipmen indicated witnessing risky or disrespectful situations in the past APY. Of those who observed these situations, nearly all (92 percent) took some kind of action to address the situation. Cadets and midshipmen most commonly spoke up in response to the problem (61 percent), talked to those who were the target(s) of the risky or disrespectful behavior (53 percent), told someone about the event after it happened (40 percent), and told someone about the event as it was occurring (35 percent).

The MSAs continue to emphasize the importance of recognizing and intervening in risky or disrespectful situations. These results provide support for the effectiveness of bystander intervention training. However, while most cadets and midshipmen specified they intervened when they saw a disrespectful or high-risk event, about one-third of cadets and midshipmen who experienced USC in the past year reported that someone was present at some point during their incident who could have helped but did not. For individuals who did not act, they may not have recognized the situation as USC, or did not know how to respond to the event. The *2018 SAGR* results showed that among the few cadets and midshipmen who did not intervene, some indicated uncertainty about the correct course of action. Cadets and midshipmen also cited not wanting to make matters worse or alienate themselves from their peers as reasons why they did not intervene when they observed a risky or disrespectful situation.

Situations at risk for USC are not always apparent. As a result, a key aspect of bystander intervention training is to help people recognize risky situations and give them confidence to safely intervene. The *2018 SAGR* found that a majority of cadets and midshipmen believed their academy training helped them identify warning signs and gave them the confidence they needed to intervene.

Among USMA cadets, about half indicated education efforts have increased their confidence in recognizing warning signs (49 percent women and 54 percent men) and in intervening to help prevent USC (50 percent women and 56 percent men).

Improvements in confidence of midshipmen at USNA were slightly higher than at the other MSAs. About two-thirds (62 percent) of female midshipmen said their confidence in recognizing warning signs and in intervening to help prevent USC increased due to education efforts over the past year. Similarly, most male midshipmen reported confidence in recognizing warning signs (59 percent) and in intervening to help prevent the crime (60 percent).

Fewer than half (45 percent) of USAFA female cadets and about half of USAFA male cadets (51 percent) indicated that academy education increased their confidence in recognizing

warning signs for a disrespectful situation. Forty five percent of female cadets and 54 percent of male cadets said their confidence in helping prevent a harmful outcome improved.

## Action Three: Enhance a Culture of Respect

### USMA Efforts to Enhance a Culture of Respect

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#### Academy Plans

USMA sought to improve command climate and take the following actions.

- Update Character Education Program to address respectful behaviors
- Reframe annual SHARP Conference as the “Relationships 101” Symposium

#### Activity Summary

As outlined by USMA’s self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Update Character Education program:* USMA communicates the importance of SHARP through individual counseling, classes, and company level presentations. The Academy strived to show how sexual assault, sexual harassment, bullying, and hazing contribute to a poor academic climate and unhealthy relationships. USMA continues to use CCDP lessons to discuss the use of social media and cyberbullying as well. The Respect committee, Military Equal Opportunity (MEO) office, and Diversity Office host “Hot Topic” forums to discuss important social issues identified through survey responses and focus groups.

*Reframe SHARP Conference:* USMA reframed its SHARP conference to the Relationships 101 Symposium, which included mandatory lectures connected to CCDP lessons. Facilitators encouraged cadets to reflect on their behaviors and apply CCDP concepts to their relationships. The conference focused on actions to support cadets and promote healthy relationships.

### USNA Efforts to Enhance a Culture of Respect

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#### Academy Plans

USNA intended to revise its training and permanent party in-service and preparatory programs to support a culture of respect.

#### Activity Summary

As outlined by USNA’s self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Revised training for midshipmen and leaders:* The self-assessment reported that USNA revised indoctrination training, military education, academic programs, and permanent party in-service and preparatory programs to promote a culture of respect. Indoctrination training, core academic classes, and supplemental seminars offered throughout the four-year course of study by various subject matter experts were implemented. The Department of Leadership, Ethics, and Law (LEL) supports a culture of respect through its curriculum, initiatives and programs. For example, LEL hosted future Company Officers as members of the Leadership Education and Development (LEAD) Master Indoctrination Program at USNA. These individuals train with experienced LEL faculty in classroom leadership and content delivery in the fall and assume

responsibility for their own Naval Leadership classroom in the spring. In addition, the Naval Leadership 110 course aims to teach midshipmen lessons on social influence, civility, dignity, and respect. The Class of 2018 was the first graduating class to participate in a First Class Exit Survey, which measures attitudes and beliefs upon completion of the SHAPE curriculum.

USNA also reported that its Life Skills Working Group created a handbook for midshipmen to augment classroom education and training. The Group identified topics such as relationship skills, interpersonal communication, and conflict resolution. USNA created the Life Skills Handbook as a resource for individuals with opportunities to engage midshipmen.

## USAFA Efforts to Enhance a Culture of Respect

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### Academy Plans

USAFA sought to:

- Develop innovative programs and resources that foster diversity and inclusion
- Develop a four-year Officership course on topics including dignity and respect
- Broaden cadets' understanding of leading in diverse environments
- Develop a 47-month plan to promote a culture of respect

### Activity Summary

As outlined by USAFA's self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Develop new programs and resources:* USAFA developed the Cadet Respect Initiative to address areas of concern identified in the MSA Defense Equal Opportunity Climate Survey (DEOCS). This program includes having cadets lead discussions within their squadrons about social topics.

An Awareness and Unconscious Bias Training also was offered to cadets, faculty, and staff to provide tools for addressing bias, and a Staff Implicit Bias and Awareness Training was offered to directors and vice directors. Professional development workshops were made available to the permanent party to help advance a culture free from sexual harassment, hazing, and bullying. Superintendent's Diversity Council meetings brought together leadership from each mission element, subject matter experts, and cadets to address issues of diversity and inclusion. Diversity and inclusion town halls provided an opportunity for critical discussions by cadets, faculty, and staff on current culture, climate, and inclusion concerns.

Responding to recommendations from accreditors, USAFA began an effort in 2014 to consolidate a list of 21 institutional outcomes. USAFA consolidated its outcomes and developed 13 proficiencies that serve as specific, assessable guides for teachers and trainers to use when developing curriculum. The Academy Board approved these proficiencies and beta-testing provided a starting point for curriculum assessment and evaluation. USAFA continues to review the MSA DEOCS and SAGR survey and focus group results to implement necessary changes in curriculum, communications, and prevention interventions.

*Develop Officership course:* USAFA developed its curriculum with an emphasis on honor, respect, and character. Commissioning Education teaches essential knowledge and skills needed to ensure success for new Air Force officers upon entry to commissioned service. These lessons contribute to Officership 100 objectives, a developmental effort integrating character development, Commissioning Education, and Behavioral Science and Leadership.

*Broaden cadets' understanding of leadership:* USAFA develops its curriculum to appropriately shape leadership and supervisory capabilities. "Living honorably" education is provided to cadets across their four years at the academy, which aims to prepare cadets for interpersonal leadership roles within the Honor System. "Living honorably" education provides lessons on bias, tactical leader competencies, and impacts to culture and climate. Leadership lessons relevant to SAPR initiatives include sessions on pride and humility in leadership positions and in personal life and living honorably in combat and personal life.

*Develop 47-month Cadet Development System:* USAFA's program provides a systematic approach to leadership development guiding cadets to: (1) live honorably by consistently practicing the virtues embodied in the Core Values; (2) lift people to their best possible selves; and, (3) elevate performance toward a common and noble purpose. The 47-Month Cadet Development Plan is a deliberate, time-phased, and multifaceted journey from In-Processing to Commissioning, encompassing multiple engagements involving the core elements of the Air Force's "Continuum of Learning: Education, Training, and Experience."

## SAGR Outcomes: Sexual Harassment

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An estimated 50 percent of women and 16 percent of men enrolled at the MSAs experienced sexual harassment in the past year. Over the past decade, the experience of sexual harassment has remained largely unchanged. However, the Department has employed different measures for sexual harassment at the schools during the past ten years, preventing an exact trend analysis. Nonetheless, this data indicates a need for greater focus on promoting civility within the command climate at each academy.

### USMA

The rate of sexual harassment at USMA remained statistically unchanged for female cadets (48 percent) between 2016 and 2018. However, male cadets' experience of past-year sexual harassment increased from 13 percent to 17 percent.

### USNA

Estimated past-year sexual harassment rates for female midshipmen increased from 51 percent in 2016 to 56 percent in 2018. Male midshipmen also experienced an increase in past-year sexual harassment, from 12 percent in 2016 to 17 percent in 2018.

### USAFA

At USAFA, the estimated past-year rate of sexual harassment remained statistically unchanged between survey administrations in 2016 and 2018 at 46 percent for female cadets and 13 percent for male cadets.

## Action Four: Improve Sexual Assault and Harassment Reporting

### USMA Efforts to Improve Reporting

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#### Academy Plans

USMA's plan included the following objectives.

- Move the SARC office to a more easily accessible location
- Update policies to allow cadets to assist each other in reporting sexual assault

### Activity Summary

As outlined by USMA’s self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Move location of SARC office:* USMA moved the SARC office to a location above the dining hall in a prior APY.

*Update sexual assault reporting policy:* In APY16-17, USMA updated its policy to discontinue mandatory reporting of sexual assault by cadets. Instead, USMA leadership authorized cadets to assist their peers in accessing victim advocacy services from the USMA SARC. USMA developed reference guides to help cadets and community members understand the sexual harassment reporting process, which were published on the USMA Orders Process, BTD SharePoint site, and West Point App/Wellness Feature.

## USNA Efforts to Improve Reporting

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### Academy Plans

USNA’s plan sought to accomplish the following actions.

- Promote the Leave of Absence program and victim support groups
- Update sexual harassment response protocol
- Revise sexual harassment trainings

### Activity Summary

As outlined by USNA’s self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Promote Leave of Absence program and victim support groups:* A number of midshipmen used the Leave of Absence program and Midshipman Development Center support groups this APY. These resources remain important tools to encourage midshipmen to seek proper short- and long-term care. Ten midshipmen used the Leave of Absence option available for victims of sexual assault this past year, which provides midshipmen more incentive to file an Unrestricted Report.<sup>3</sup> The SAPR office and Commandant continue to receive feedback from midshipmen that this new option represents an improvement to the previous USNA reporting process.

*Update sexual harassment response protocol:* A new anonymous reporting protocol allows midshipmen the opportunity to report MEO and sexual harassment concerns without the stigma traditionally attached to “whistleblowers.” Midshipmen have the option to report anonymously.

*Sexual harassment training revisions:* Sexual harassment training for midshipmen is completed during Plebe Summer, and trainings for COs and SELs are completed every September.

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<sup>3</sup> USNA Instruction 1050.2. Procedures and Instructions for Victims of Sexual Assault to Request Leaves of Absence. This policy provides midshipmen who file unrestricted reports of sexual assault the option to request a leave of absence from the Naval Academy not to exceed one year. The purpose of the leave of absence is to enable victims to concentrate on their physical and psychological well-being and to focus on any ongoing investigations and potential judicial process.



## USAFA Efforts to Improve Reporting

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### Academy Plans

USAFA sought to take the following actions.

- Develop a strategic communication plan and social marketing campaign
- Focus training efforts on barriers to reporting as identified by cadets
- Leverage peer support through formal educational efforts and informal advocacy

### Activity Summary

As outlined by USAFA's self-assessment, the Academy conducted the following activities since submitting its plan to the Department in October 2017.

*Develop a strategic communication plan and social marketing campaign:* USAFA is developing a comprehensive strategic communications plan and social marketing campaign to highlight changes to its SAPR program. In addition, the first annual Pathways to Thriving Summit, hosted by the Superintendent, was conducted this year with lessons on preventing sexual assault and supporting victims of sexual violence. The summit featured large-forum guest speaker events, breakout sessions, and a discussion about USAFA's way forward on this topic. Breakout sessions covered topics such as the history of SAPR, an introduction to Healthy Relationships Training, the neurobiology of trauma, and a cadet panel of survivors. SAPR facilitated group discussions for attendees to present sexual assault prevention strategies to the Superintendent. Department representatives attended the first-of-its-kind event at USAFA and found it to be carefully planned, solution-oriented, and well received by cadet and alumni attendees. SAPR hosted brownbag lunch meetings with all faculty departments throughout the fall, addressing the changes in the program's personnel and the permanent party's role in prevention. SAPR also briefed updates on its office during a Dean's all-hands to faculty members.

*Focus initiatives on decreasing barriers to reporting as identified by cadets:* The Commandant of Cadets published the Safe-to-Report policy in efforts to clarify the Academy's collateral misconduct procedures. The initiative was in response to concerns expressed by victims, and supported by anecdotal evidence from SAPR, Special Victims' Counsel, various studies, and surveys: significant barrier to reporting a sexual assault was concern of punishment for collateral misconduct. The new policy provides greater clarity concerning collateral misconduct, is modeled after the USNA policy highlighted by the MSA APY 14-15 Report, and is consistent with several civilian university policies. The Commander's Intent Memorandum reinforced that retaliation, reprisal, ostracism, and maltreatment against victims would not be tolerated.

*Examine possibility of employing an online reporting option:* USAFA continues to address the feasibility of using an online sexual assault reporting system to encourage reporting by cadets.

*Leverage efforts to reduce barriers to reporting:* The MEO office established a satellite center within walking distance of dorms to provide a local helping agency readily available to cadets, with a staff member available via phone after hours for cadets' convenience. The MEO strived to ensure leadership awareness of its policy by conducting targeted briefings and issuing additional resources for resolution and reporting. Staff also developed a sexual harassment hotline poster, which they posted in high traffic areas within the Cadet Wing. A training was conducted with academy military trainers related to sexual harassment which reviewed MEO's roles, responsibilities, and services. The MEO Director also reviewed the BCT curriculum and subsequent updates were made and implemented during the 2018 BCT.



## SAGR Outcomes and Sexual Assault and Harassment Reporting

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The MSAs' response systems intend to deliver consistent and effective victim support and reporting options. By providing high quality services and support to cadets and midshipmen, the MSAs aim to instill confidence and trust in the system, thereby encouraging individuals to report. The ability to assist victims, however, relies on their willingness to report.

In APY 17-18, the MSAs received 117 total reports of sexual assault involving cadets and midshipmen, including 69 Unrestricted Reports and 48 Restricted Reports. There were seven complaints of sexual harassment made at the MSAs this APY, down from the 16 reports received last year. Of those 117 total reports, 92 cadet and midshipmen victims made a report for an incident of sexual assault that occurred during military service.

### USMA

Estimates from the 2018 SAGR indicates that approximately 273 cadets at USMA experienced USC in the past year. This year, 48 cadet victims made a report of sexual assault for an incident occurring during military service. The 48 cadets represent about 18 percent of the 273 cadets estimated to experience USC in the past year. This is the largest proportion of victimized cadets to have made a report in a single APY at USMA. USMA received four informal complaints of sexual harassment and no formal complaints. Cadets made no sexual harassment reports last APY and made no formal sexual harassment complaints this APY.

### USNA

Survey estimates indicate that approximately 254 midshipmen experienced USC in the past year. USNA received reports from 23 midshipmen victims for an incident occurring during military service (9 percent of the estimated 254 victimized midshipmen). Midshipmen made two informal complaints of sexual harassment and no formal complaints. This is down from the 12 informal complaints made by midshipmen last APY. Midshipmen made no formal sexual harassment complaints this APY.

### USAFA

Survey estimates indicate that approximately 221 cadets experienced USC in the past year. USAFA received reports from 21 cadet victims for a sexual assault incident occurring during military service (10 percent of the estimated 221 victimized cadets). USAFA's reporting rate has been on the decline since APY 11-12. One cadet made an informal complaint of sexual harassment. This is down from the four informal complaints received last APY. Cadets made no formal sexual harassment complaints this APY.

### Barriers to Reporting Sexual Assault and Harassment

Several factors present potential barriers to reporting for cadets and midshipmen who experience USC. The most frequently indicated reason for not reporting among all Academy men was thinking the event was not serious enough to report. Of Academy women, commonly cited reasons for not reporting included taking care of the problem themselves by avoiding the person responsible and not wanting more people to know of the incident. Similar to men, women also often did not report because they thought the incident was not serious. When assessed by MSA, a victim's rationale for not reporting USC varies:

- Compared to 2016, more men at USMA indicated they took care of the problem by confronting the person who assaulted them. This was a statistically significant increase from 22 percent in 2016 to 40 percent in 2018. For women, the most frequent reason for

not reporting was thinking the incident was not serious enough, a statistically significant increase from 46 percent in 2016 to 63 percent in 2018.

- At USNA, women indicated they took care of the situation themselves by avoiding the person who assaulted them rather than making a report. Men primarily indicated that they did not think the incident was serious enough as the reason for not reporting.
- For USAFA women, the most common reason for not reporting was not wanting more people to know, which increased from 39 percent in 2016 to 66 percent in 2018. For men, the most frequent reason for not reporting was thinking the incident was not serious enough to report.

In efforts to understand factors that may discourage reporting, the *2018 SAGR* asked respondents a series of questions regarding academy culture. Compared to 2016, Academy men and women in 2018 were more likely to indicate that high-profile cases of sexual assault, potential negative reactions from peers, and potential media scrutiny would likely deter a victim from reporting. In addition, more women than men reported that “victim blaming” occurs at the MSAs, although this perception increased for both men and women in 2018 compared to 2016. More women and men also indicated that a victim’s reputation affects whether he or she is believed. Finally, about one-third of women and men indicated that people “cry rape” to avoid punishment after making a regrettable decision. These findings suggest that negative reactions to victims in the past may continue to hinder reporting at all three MSAs.

### *Retaliation*

Fear of retaliatory behavior such as reprisal, ostracism, and other negative outcomes may prevent some cadets and midshipmen from reporting USC. Retaliation affects professional opportunities and can involve a range of unjustified personnel actions, including interfering with promotion, unreasonably downgrading someone’s evaluation, or unfairly denying an award. Ostracism involves exclusion from social acceptance for making a report or intending to report a sexual assault or obstruct reporting of sexual assault and sexual assault legal proceedings.

The *2018 SAGR* asked about cadet and midshipmen experiences with retaliatory behavior. It should be noted that survey questions are only able to provide a general understanding of the self-reported outcomes. Only the results of an investigation, which considers legal aspects, such as the intent of the alleged perpetrator, can determine whether negative behaviors meet requirements of prohibited retaliation. The *2018 SAGR* found that of female cadets and midshipmen who experienced USC in the past year and reported it to a DoD authority, 21 percent of experienced behaviors that met survey criteria consistent with reprisal, ostracism, and/or other negative outcomes as currently defined in policy and military law. More women experienced behaviors associated with ostracism (37 percent) than behaviors associated with reprisal (17 percent) after reporting an incident of USC. The small number of male respondents in this category prevented calculation of rates for men.

## Way Forward for the Academies

An effective approach to preventing and responding to sexual assault and sexual harassment at the MSAs involves integration of efforts into a comprehensive strategy to promote unity of effort, avoid duplication, and lessen training fatigue. Comprehensive strategies that achieve organization-level impact involve pairing policy, culture, and efforts to change norms with interpersonal and individual skill development. The activities identified in each key area must be integrated into a comprehensive approach to cohesively work together. Effective comprehensive strategies incorporate the characteristics listed below.

1. *Evaluate Strategy Elements:* Activities should have support from rigorous evaluations prior to implementation. If no evaluation evidence supports the approach, the activity must be piloted prior to implementation. If no prior evaluation or piloting is conducted before implementation, an evaluation plan must be developed that identifies a timeline for expected outcomes and metrics that will indicate program effectiveness. Conducting evaluation before, or prior to, implementation provides confidence to stakeholders that the activity will have intended effects and provides opportunities to adapt the program.
2. *Implement Strategy Elements with Fidelity:* An effective or promising approach will not yield expected results if it is not implemented with fidelity to the evaluated version. Adaptations that differ from the original implementation guidance, in adherence to content or competence of delivery, can alter the core components of a proven approach. The MSAs must identify measures to ensure fidelity and a feedback loop to address potential issues for each activity in their approach.
3. *Employ Strategy Elements in a Supportive Culture and Climate:* Elements of a supportive culture and climate include leadership buy-in at all levels, motivation to implement the strategy, and staff with specific skills to implement the approach with fidelity. Prior to, and throughout, implementation of a comprehensive strategy, the MSAs must assess elements of the culture and climate and address areas of weakness to ensure program effectiveness.

## Conclusion

This year's assessment finds that sexual assault and sexual harassment are insidious, persistent challenges that do not remit easily — especially in unique academy environments. This year's results also do not reflect the high level of investment in policies and programs to prevent sexual assault and other forms of misconduct. Academy leadership are diligently executing plans to reinvigorate prevention, improve reporting, enhance a culture of respect, and promote a disciplined force.

Likewise, leaders throughout the DoD and the Military Departments are fully engaged and supporting the MSAs as they execute their plans. The Department is employing a variety of resources to augment and strengthen the MSAs' efforts, including technical expertise, new reporting avenues, and on-site assistance.

The MSAs are fully engaged in developing our future leaders to promote effective combat teams built on trust and unit cohesion. The U.S. Armed Forces remain committed to reducing, with the goal to eliminate, sexual assault from the military, providing the highest-quality response to Service members, and holding offenders appropriately accountable.

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