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# SEXUAL ASSAULT IN THE MILITARY: PREVENTION

HEARING

BEFORE THE

MILITARY PERSONNEL SUBCOMMITTEE

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDRED ELEVENTH CONGRESS

FIRST SESSION

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# SEXUAL ASSAULT IN THE MILITARY: PREVENTION

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HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
MILITARY PERSONNEL SUBCOMMITTEE,
*Washington, DC, Friday, March 6, 2009.*

The subcommittee met, pursuant to call, at 10:00 a.m., in room 2118, Rayburn House Office Building, Hon. Susan A. Davis (chairwoman of the subcommittee) presiding.

## OPENING STATEMENT OF HON. SUSAN A. DAVIS, A REPRESENTATIVE FROM CALIFORNIA, CHAIRWOMAN, MILITARY PERSONNEL SUBCOMMITTEE

Mrs. DAVIS. Good morning. The meeting will come to order.

Today's hearing is the second of the series of hearings that our subcommittee will hold this year looking at sexual assault in the military.

Sexual assault is a complex problem that does not lend itself to a single hearing. And today we continue our examination of sexual assault in the military by holding a series of hearings on individual subjects so that members and witnesses can have in-depth discussions about various issues to build towards a comprehensive understanding of the problem. This will guide our deliberations on what can and should be done next.

The first hearing in this series looked at victim advocacy and support. And we heard from a former service member who had been sexually assaulted while in uniform, as well as from an impressive panel of service members whose job it is to assist victims following an assault.

Today's hearing will look at current and planned Department of Defense (DOD) programs to prevent sexual assault. As I think today's witnesses will demonstrate, the Services have applied a high level of commitment, resources and expertise to prevention programs to educate service members and change cultural norms. Now we have to see just how effective these programs are at preventing assaults. The final hearing in this series, which we will hold later in the year, will examine how assaults are prosecuted by the military. This hearing will look at what programs the individual services and the Department as a whole have in place to prevent assaults from ever occurring.

Prevention programs can take many forms. Some seek to prevent potential perpetrators from ever committing a sexual assault. Others, so-called bystander programs, aim to teach people how to spot potential sexual assaults so that they can intervene and prevent them. There are also programs that educate people on how to avoid placing themselves in vulnerable situations.

We will hear from the Services about what prevention programs they have already implemented and what programs they are fielding now and what programs they have on the drawing board. And we will then get to hear what overarching guidance the Office of the Secretary of Defense (OSD) is providing the Services, as well as what outside experts think of all of these programs. We will also have the opportunity to hear how the Department of Defense's programs compare to other prevention programs outside the military.

Just as we have a responsibility to ensure that victims of sexual assault receive all the support that can be provided following an attack, we also have an obligation to do all we can to prevent such attacks from ever taking place.

The Department of Defense has made significant improvements in recent years. But the question we need to ask is, has enough been done?

We have with us today each service's subject matter expert for sexual assault prevention. We have Ms. Carolyn Collins, Program Manager of the Army Sexual Harassment and Assault Response and Prevention (SHARP) Program; Mr. Raymond Bruneau, Manager of the Marine Corps Sexual Assault Prevention and Response Program; Ms. Katherine Robertson, Deputy Manager of the Navy's Counseling, Advocacy and Prevention Program; and from the Air Force, Ms. Charlene Bradley, Assistant Deputy for Force Management Integration.

I want to thank you all for being here.

Our second panel will include witnesses from the Department of Defense's Sexual Assault Prevention Response Office (SAPRO), Dr. Kaye Whitley, as well as two outside experts on sexual assault prevention; Dr. John Foubert of Oklahoma State University; and Mr. David Lee, Director of Prevention Services for the California Coalition Against Sexual Assault (CALCASA). And I will make more involved introductions before that panel testifies.

I want to reiterate that the purpose of this hearing is to focuses on sexual assault prevention programs. Other issues will, of course, come up. But I would like to save in-depth conversations about those other subjects for our later hearing so that we can give each of the topics the attention and the discussion that they deserve today.

Also joining us, I believe, is Mr. Michael Turner, who is not here yet. But I would ask unanimous consent that he be allowed to participate in the hearing, as well as another member or two who join us today.

And now to dispense with some administrative business, I would ask unanimous consent that all of the witness testimony be entered into the record, as well as the written testimony from Ms. Louise Slaughter.

[The prepared statement of Ms. Slaughter can be found in the Appendix on page 48.]

Mrs. DAVIS. Thank you, once again, all of you, for being here today. And Mr. Wilson do you have any opening comments.

[The prepared statement of Mrs. Davis can be found in the Appendix on page 45.]

**STATEMENT OF HON. JOE WILSON, A REPRESENTATIVE FROM SOUTH CAROLINA, RANKING MEMBER, MILITARY PERSONNEL SUBCOMMITTEE**

Mr. WILSON. Thank you, Chairwoman Davis.

Today's hearing is important because the key to eliminating sexual assault in the military is to prevent it.

I welcome the members of our two panels, who I believe can provide useful insight into prevention programs. I sincerely appreciate the willingness of Dr. John Foubert and Mr. David Lee to join us to talk about strategies for combatting sexual assault based on their research and programs throughout the United States. I applaud the Department of Defense and the military services for recognizing the importance of prevention and for the steps they have taken to improve programs based on preventing this crime. With that said, we must not only be assured that the Department of Defense concentrates on programs to prevent sexual assault, but also the Department will spare nothing to provide victims of sexual assault with the services they need. We also must know that the Department will aggressively pursue and prosecute perpetrators of this heinous crime.

Today I hope to hear from our witnesses how the Department and the military services are implementing the prevention aspect of the comprehensive policy for the prevention and response to sexual assaults. Congress mandated this policy through the work of this subcommittee in 2005. What policies and programs are working? How do you measure the program success? Where does the system fall short? Have you identified areas that need improvement? How can we help as a Member of Congress?

And, indeed, I am very pleased to see all of the Services represented today. And I know that this, I think, will be a hearing which will indicate the extraordinary success and the sincere implementation efforts that you have made.

It is clear that the Department and the military services have recognized the importance of partnering with nationally recognized civilian experts to identify best practices and find the right solutions to prevent this devastating crime. I commend the leadership for looking outside of their own organizations and for utilizing all available resources to protect the health and welfare of our service members. Our commitment to help you achieve this goal is unwavering.

With that, I would like to thank our witnesses for participating in the hearing today. I look forward to your testimony.

[The prepared statement of Mr. Wilson can be found in the Appendix on page 47.]

Mrs. DAVIS. Great. Thank you, Mr. Wilson.

And I know, with some of the presentations, we are going to see some video clips, and presenters will just introduce those as we move forward. And of course, as always, we are going to entertain a number of questions.

And so if you can keep your remarks to the four or five minutes if you have to, that would be greatly appreciated. The other thing I might mention is I believe we are going to have a vote in just a few minutes, so we will get started, Ms. Collins, and then we may perhaps have a second presentation, and then we will have to

break and come right back. But I believe it is only one vote at this time.

Thank you.

Ms. Collins, would you proceed.

**STATEMENT OF CAROLYN R. COLLINS, PROGRAM MANAGER, SEXUAL HARASSMENT AND ASSAULT RESPONSE AND PREVENTION (SHARP) PROGRAM, UNITED STATES ARMY**

Ms. COLLINS. Thank you, ma'am.

Chairwoman Davis, Ranking Member Wilson, distinguished members of the committee, thank you for the opportunity to appear before you today and to discuss the Army's efforts to combat sexual assault. On behalf of the Secretary, the Chief of Staff and Lieutenant General Rochelle, the Deputy Chief of Staff, G–1, I am honored to be here today to reassure you that the Army considers sexual assault a very serious issue and to share with you the aggressive actions we are taking to eliminate this crime from our ranks.

Behavior such as sexual assault violates the very essence of what it means to be a soldier. The Secretary and the Chief continue to reinforce the fact that American soldiers are members of a band of brothers and sisters bound together by common values that set them apart from the rest of society. Time and again our soldiers display acts of heroism to protect and save the lives of their fellow soldiers. Such acts are not uncommon, and they are expected of our soldiers when protecting their battle buddies both on and off the battlefield.

It is within this context that we consider the crime of sexual assault to be incongruent with the Army's core values. We believe it is the duty of every soldier to intervene and stop incidents before they occur. Soldiers who fail to intervene and protect their fellow soldier from harassment or the risk of sexual assault have forsaken the warrior ethos to never leave a fallen comrade.

The Army's goal remains unchanged: To eliminate sexual assault and harassment by creating a climate where the inappropriate behavior is not accepted. Creating and maintaining such a climate is the responsibility of every leader at every level throughout the Army.

With the Secretary and Chief personally providing leadership support and guidance, we launched a comprehensive sexual assault campaign in September of 2008. The campaign centers on leaders establishing a positive command climate where soldiers understand and adhere to the Army's intent to prevent sexual assault. The campaign encourages soldiers to personally execute peer-to-peer intervention and to not tolerate behavior that could lead to sexual assault.

The cornerstone of the Army's Sexual Assault Prevention Campaign is the "I. A.M. Strong" program, where the letters I, A, and M stand for intervene, act and motivate. Today, throughout the Army, leaders are implementing the "I. A.M. Strong" initiatives and motivating soldiers to proactively prevent sexual assault. "I. A.M. Strong" features soldiers as influential role models and provides peer-to-peer messages outlining the Army's intent for all its members to personally take action.

The Secretary of the Army introduced the Sexual Assault Prevention Campaign and "I. A.M. Strong" during the Army Sexual Assault Prevention and Risk Reduction Training Summit on September 9, 2008. With over 250 attendees and nearly 70 general officers in attendance, as well as subject matter experts, Representatives from Congress, DOD and our sister services, our commanders and our Sexual Assault Prevention Program managers down to the division level represented both active, National Guard, and Reserve commands, to include commands deployed from the U.S. Central Command (CENTCOM) area of operation.

The summit served as a forum to launch the prevention campaign by providing training on best practices from across the Nation and the opportunity to develop their own commands' prevention plans in alignment with our overarching prevention strategy. Our campaign strategy, which is outlined in my written statement, consists of four overlapping phases that extend to 2013.

The first phase initiated our aggressive prevention initiatives, which will be followed by the other phases we will build upon. The measurement of our strategy's success is to increase the soldiers' propensity to report this crime. This reporting will demonstrate their confidence in their command and their fellow soldiers and will allow the Army the ability to hold offenders accountable.

Other key components of the prevention campaign include a comprehensive effort to improve our Army's investigation and prosecution of sexual assault. We have started several initiatives in our Criminal Investigation Command and Judge Advocate General's (JAG's) Corps, which will increase our ability and our expertise to investigate and prosecute sexual assault crimes. These initiatives include additional investigators and prosecutors at our busiest jurisdictions, resulting in a capacity similar to the civilian special victims units.

And I would like to stop at this point to have an opportunity to have you see the video. We are just going to be showing the end of the video right now, the last couple minutes of it. But it will certainly address our prevention areas. And then we will stop to speak to the rest of the program quickly.

Mrs. DAVIS. Okay. Thank you.

[Video played.]

Ms. COLLINS. With that, let me just conclude in saying that, although we are starting new prevention initiatives, refined prevention initiatives, and increasing those efforts, we continue to support and emphasize our response capabilities and services. We continue to fully resource the Army-wide Victim Advocacy Program (VAP) led by our sexual assault response coordinators who interact directly with our victims of sexual assault and other response agencies.

The Army is committed to fully implementing new initiatives; assessing our efforts; sustaining and refining our comprehensive and effective Sexual Assault Prevention Campaign. The Army is one of our national treasures whose positive reputation is largely due to its values, warrior ethos and dedicated professionals. With the success of our "I. A.M. Strong" initiatives, our soldiers will set the standard of conduct with their peers, ensuring soldier safety within the Army.

In closing, I thank you for the opportunity to appear before you today. Your continued support of the Army, our soldiers and families and your partnership in helping us address this important issue. I look forward to your questions.

[The prepared statement of Ms. Collins can be found in the Appendix on page 50.]

Mrs. DAVIS. Thank you.

And Ms. Robertson, I think we have time to have your presentation.

**STATEMENT OF KATHERINE ROBERTSON, LCSW, DEPUTY MANAGER, COUNSELING, ADVOCACY AND PREVENTION PROGRAM, COMMANDER, NAVY INSTALLATION COMMAND, UNITED STATES NAVY**

Ms. ROBERTSON. Chairwoman Davis, Ranking Member Wilson and members of the subcommittee, I appreciate the opportunity to share with you the Navy's efforts to prevent sexual assault. Thank you for your leadership in this vital issue.

Sexual Assault Victim Intervention, SAVI, is one of the many critical programs servicing the fleet, fighter and family. Implementing the responsive SAVI program with an effective prevention strategy is a top priority for Navy leadership.

Established in 1994, the Navy SAVI program served as a role model for the Department of Defense and provides a standardized comprehensive victim-sensitive system that deters and responds to sexual assaults. Prevention of sexual assaults, response for victims, and offender accountability are Navy priorities. Sexual assault is incompatible with our core values, our high standards of military professionalism and personal discipline.

SAVI is well grounded with scientific knowledge and best practices in the civilian population. We incorporate new research in prevention methods all the time. SAVI prevention and awareness training aims to ensure that all personnel afloat and ashore know what constitutes sexual assault and sexual harassment, understand the meaning of consent, and know the reporting options of victims. Our curriculum has focused on risk reduction with the emphasis on the role played by alcohol that can lead to sexual assaults and the importance of watching out for your shipmate's safety.

Annual training is designed to prevent sexual assault, reduce risk and is provided for all levels of leadership. We have best practices such as Liberty Call and Prevent that are focused for 18- to 26-year-olds on decision-making processes. SAVI is a command-led program. Commanders fill key SAVI positions with skilled personnel to ensure that we have trained victim advocates 24/7 to provide response on and off the installation and during deployment. All port visits require pre-briefings from the ship's leadership regarding expectations for behavior.

How do we measure our prevention initiatives? We have multiple ways. We have Navy inspector general visits. Our accreditation process for our SAVI program all include focus groups with command, the fleet and our key stakeholders. We recently did a Navy-wide study, scientific study, the SAVI Quick Poll, in 2008 for leadership to gauge sailors' knowledge and perception of the Navy

SAVI program and resources. Our Quick Poll results show increased awareness of the SAVI program to include restrictive reporting and services available to victims. We have positive trends and gains in awareness for all groups between 2004 and 2008 since we have been doing the survey. Most importantly, there was a significant increase in the number of sailors who indicated that they would report a sexual assault to Navy authorities, which is very important to us.

Increasing prevention and awareness with a strong messaging campaign is a major focus. We have done multiple public service announcements to include one with the Secretary of the Navy, another one focusing on bystander intervention and restrictive reporting. Today you will see a movie, an award winning movie, "Megan's Story," which we released and is used in all of our annual training.

Navy commanding officers are charged with providing the safest possible physical and emotional environment for sailors to establish a command climate of respect. We are planning to conduct a Department of Navy senior leadership and key stakeholder summit this year as a part of a comprehensive sexual assault prevention strategy. We thank you for your leadership in this issue. We are committed to implementing our enhanced prevention strategy in the Navy in alignment with the OSD prevention policy. We want to address culture change.

And we thank you again for this opportunity. I look forward to showing you "Megan's Story" and answering your questions.

[The prepared statement of Ms. Robertson can be found in the Appendix on page 60.]

Mrs. DAVIS. Thank you. I think we have time. It is about two and a half to three minutes.

Ms. ROBERTSON. It is three minutes.

[Video played.]

Mrs. DAVIS. Thank you. We will be back in just a few minutes, about 10 minutes or so. Thank you very much.

[Recess.]

Mrs. DAVIS. Okay.

Thank you all for waiting. We are going to proceed.

Mr. Bruneau.

**STATEMENT OF RAYMOND N. BRUNEAU, MANAGER, SEXUAL ASSAULT PREVENTION AND RESPONSE PROGRAM, UNITED STATES MARINE CORPS**

Mr. BRUNEAU. Good morning Chairwoman Davis, Ranking Member Wilson, and members and guests of the subcommittee. Thank you for your continuing support for Marines and their families.

Sexual Assault Prevention and Response is a very serious matter. As the Marine Corps continues its efforts to prevent sexual assault, directly care for our victims, and ensure offenders are held accountable, we appreciate your unfailing support in efforts to raise awareness of this important issue.

People are our most important resource. Marines have a long history of taking care of their own, which means that we do not intentionally harm one another, nor do we leave a comrade behind. Victims of sexual assault are entitled to our support and care and deserve to be returned to the fight as fully functioning Marines.

The Marine Corps is committed as always to caring for its own because it is the right thing to do. The Marine Corps has worked diligently to stand up and evolve this program through lessons learned and through collaboration with our sister services in the Office of Secretary of Defense.

During 2009–2010, we are additionally committed to prevention-oriented program improvements, including hiring full-time program coordinators at the regional level; leveraging technology to make better use of available training platforms; implementing the Department of Defense's prevention strategy, which we strongly believe supports our core values of honor, courage and commitment; and in concert with a parent service or a parent department, the Department of the Navy, examining all functional areas of this program in-depth.

And in closing, Madam Chairwoman, I would like to thank you again for spotlighting an issue which is not only important to us as a military service but is important to our society as a whole.

Thank you.

[The prepared statement of Mr. Bruneau can be found in the Appendix on page 69.]

Mrs. DAVIS. Thank you.

Ms. Bradley.

**STATEMENT OF CHARLENE M. BRADLEY, ASSISTANT DEPUTY FOR FORCE MANAGEMENT INTEGRATION, OFFICE OF THE ASSISTANT SECRETARY OF THE AIR FORCE (MANPOWER AND RESERVE AFFAIRS), UNITED STATES AIR FORCE**

Ms. BRADLEY. Chairwoman Davis, Ranking Member Wilson, and subcommittee members, it is a privilege to appear before you this morning to be the voice for a team of dedicated professionals who have worked enthusiastically since 2004.

Prevention is a never-ending commitment. It requires consistent continuing education and training; continuing emphasis by leadership on standards and values; visible support for victims; and deterrence. In 2004, Air Force leadership directed an Air Force-wide assessment, and the resulting report shaped our entire approach to prevention.

The most crucial finding was that we simply did not understand the realities of sexual assault. We recognized the immediate need for subject matter experts external to the Air Force to share their research and expertise to inform our efforts. Key things that we learned from them: First, the majority of assaults, both in the military and the general population, are committed by nonstrangers. Among these nonstranger assailants, there are those individuals who crossed the line into criminal behavior because of a one-time set of circumstances culminating in an assault.

Second, there is also a very small percentage of men, serial sexual predators, who are responsible for a vastly disproportionate amount of the sexual violence in any community. They do significant damage. They premeditate their assaults and they get away with it because victims do not report.

Finally, significant barriers exist to reporting, and some of those are unique to the military. Traditional prevention and risk-reduction programs focus on changing the behavior of the potential vic-

tim, primarily females, assuming that if they avoided unsafe situations, they would not be assaulted. Our approach to prevention and risk-reduction training also focuses on understanding how perpetrators behave and include sessions on making responsible choices, setting good boundaries, and developing good communication skills, as well as avoiding behaviors that can make a person vulnerable to a sexual assault.

Commanders must create safe working environments, and they must establish and maintain a climate that doesn't tolerate disrespectful or inappropriate behavior.

Our first prevention effort in 2005 focused on educating every Air Force member about the crime, debunking the myths and introducing a positive role airmen could take to prevent a sexual assault before it happened. The Air Force developed standardized training for schools and professional military education at all levels beginning with the sessions. About to be released is a module for predeployment covering those topics unique to the deployed environment. While the training is currently being presented at all these levels, we continue to develop standardized modules to enhance consistency of the training.

Our current prevention initiative focuses on development of a Bystander Intervention Training Program. Bystander intervention is a strategy that motivates people who may see, hear or otherwise recognize signs of inappropriate or an unsafe situation to act in a positive prosocial manner. We and the experts believe the most effective prevention efforts must be focused on airmen who, by their participation in peer groups and activities, might either actively or passively provide support or camouflage for the sexual predators in their midst.

To continue our prevention efforts, we are developing a long-term plan consistent with the recently released DOD Prevention Plan that will provide the continuing emphasis and attention to our ultimate goal, which is to create an environment and a culture where sexual assault does not occur.

We work closely with Air National Guard, the Air Force Reserves, our sister services, the Joint Staff and the SAPRO staff. Secretary Michael Donnelly and General Norton Schwartz have specifically charged Air Force leaders with the responsibility to set and uphold the highest standards that will not tolerate sexual assault. We will continue to serve our airmen with the passion that they deserve.

We particularly appreciate the opportunity to share our journey with you, and we appreciate the dedication that you have shown to this issue and to our airmen.

The clip, ma'am, that we would like to show you is one of our standardized modules. In each one of our standardized training models, we are trying to insert something on bystander intervention. In addition to the broad training that we are about to put out, this particular excerpt will be shown to instructors who are trained at Basic Military Training (BMT) and at tech training schools to help them demonstrate the very fundamental behaviors that we want them to teach our airmen.

[Video played.]

[The prepared statement of Ms. Bradley can be found in the Appendix on page 81.]

Mrs. DAVIS. I want to thank you for bringing the videotapes, because I think that is helpful to us to see, and we might have a chance to talk about them some as well.

One of the questions, I think, that goes throughout your testimony and certainly is something that we understand and share when you talk about the fact that none of the service cultures tolerate sexual assault, but then we go on to talk about how we need to change the culture. And so I am wondering if you could help us understand better and kind of drill down on this, too, to look at, what of the military culture you think doesn't tolerate sexual assault and, in fact, what elements perhaps may enable it? And what is it that you are trying to get out specifically?

I think we certainly have a sense of that. The bystander issue is one. But if you could all just think a little bit more about that and why that might not necessarily be in sync, because we certainly applaud your interest in trying to change the culture, and yet we applaud the values as well.

Anybody want to start with that.

Ms. BRADLEY. Ma'am, let me address it just a little bit, please.

In society as a whole, there are behaviors that appear to be very normal. A young man, who, I mean the terminology is often used to scuttle out and have a hit or whatever. Those behaviors are not really as normal as they seem with certain individuals, with the serial predators that I talked about.

I also mentioned there are occasions where young men step over that limit on a one-time occasion. But we are finding that we have a larger number than I would hope of young women who are coming into the service with prior assaults. National studies have been done that this is a tragedy of youth. So we have both that societal issue to deal with, and if you have, frankly, a serial sexual predator in your midst, they are going to use all the vulnerabilities they can. And when a lot of young women come into the military, they are looking for a home; they are looking for stability; they are looking for trust. And someone who is really going to use that can do so in a military environment.

Ms. COLLINS. Ma'am, if I could. We just recently did focus groups with our young soldiers coming into the military as well within the first two weeks of them coming in. And what they expressed to us was they are, based on images and socially what they believe—do you need me a little closer? What they stressed to us is events or actions that they would not consider sexual assault outside the military, they are learning immediately they can be charged with inside the military. And so I think it is a cultural change where we have to address all the images and possibly 22 years of things that may have been socialized into them as acceptable and let them know immediately.

That is why we are aggressively targeting our newest sessions with our training, that those actions, behaviors are not acceptable and will not be acceptable within the Army. And so I do believe it is the social aspect we have to get at that we are countering images all the time, advertisements, media that tells them certain actions may be acceptable, and we have to counter that message.

Ms. ROBERTSON. Madam Chairwoman, I would also like to talk a little bit about, we are, as we are talking about, a microcosm of society. So we do have people enter the service that have had a history of assault, as Charlene was referring to. And so we want to make it a safe place.

But the people who have been victims in the past are usually the most easily targeted in the future. We want to recognize and provide a safe environment. We want to focus on risk reduction. We want to make sure that we are not doing victim blaming. We want to make sure that we utilize bystander intervention and other methods so that it is not always on the female to watch all their actions and to try to be safe.

So we are all using the civilian experts. We are using what we see in society to really make a difference. And as Carolyn is talking about, we are holding them to a standard that might not be as high as what they are used to before they are getting in.

We really are focusing on offender accountability. We want to get the message out, as in our "Megan's Story" and in all the training that we are doing, that we are going to hold offenders accountable. So we really take this very seriously. We want to make a difference.

Mr. BRUNEAU. Thank you, Madam Chairwoman.

The fact is that most Marines, the vast majority of Marines do not commit this crime.

As Ms. Bradley said, predators do exist. They constitute a very small percentage of those whom we receive in from the civilian sector. However, they know what they are doing. They know how to pick a victim. They know how to groom a victim, and they know how to make their premeditation succeed with not necessarily—not tacit support, but inaction.

That is why the focus of our prevention strategy on bystander intervention is so important. It is as important for us to educate our Marines how to recognize inappropriate behavior and risk-laden scenarios and how to give them the tools to react appropriately to prevent a crime from occurring in the first place.

Mrs. DAVIS. My time is up. And we will have some more rounds.

Mr. Wilson.

Mr. WILSON. Thank you, Chairwoman.

And as a 31-year veteran of the Army, as the father of four sons currently serving in the U.S. military, I agree with Ms. Collins. And that is that sexual assault violates the essence of being a soldier.

I also want to thank you for the video on Army values. I wish more people in our country knew of the Army values. These are the values that all of us should live by. In particular, strong bonds of trust is the culture of America's military. So what you are doing is so crucial.

And Mr. Bruneau, I particularly want to cite the Marine Corps. I am very grateful. All female Marines in the world have been trained at Parris Island, South Carolina, which I am very grateful to represent. And so when I meet female Marines anywhere in the world, I immediately have a strong bond and appreciation of their service.

And whoever would like to answer this. Your written statements and your testimony this morning clearly show that each military service has undertaken a huge resource-intensive effort to combat sexual assault. What are your thoughts about how effective your programs are? How do you plan to measure whether your programs are effective?

Ms. COLLINS. Sir, I can go ahead and start to answer that question for you.

We did a full assessment of our program last year. We stood up in a General Officer Steering Committee and did a full assessment of the program after our annual report came out because we were still experiencing assaults within the Army, so we were not to the point where we wanted to be as a service. With that full assessment, we revised our prevention efforts and released our new strategy and campaign in September. And with that, every piece of our strategy across our campaign has measurement tools for each phase and including building up the propensity to report and bringing down the number of assaults. Each action we are rolling out within our strategy, all of our education efforts and prevention efforts have, metrics built into them, because we do want to continue to assess ourselves and refine our efforts with this effort.

Bystander intervention is a relatively new form of doing so, and with those efforts, we want to make sure that we are getting the results we want with our training and that our assaults are being eliminated within the military.

Mr. WILSON. And how specifically do you judge effectiveness?

Ms. COLLINS. Specifically on the training, sir? We also will be doing annual surveys with our soldiers to determine their propensity to report, how many assaults have occurred that we do not know about that may not have been reported within the last year. But we certainly are looking at, not only the different tools, but there is a synergy of the prevention efforts that are going to go on. So we want to see which are having the most effect with our soldiers, which messages speak to them the strongest and are influencing their behaviors.

Mr. WILSON. Would anybody else like to cite their programs and effectiveness?

Ms. ROBERTSON. I will sir. I, too, am a family member. I have two sons in the military; one in Djibouti serving right now, and one getting ready to deploy to Afghanistan in the Army. So I understand the military values, so I am really proud to be here and talk about this program and take it as a personal interest.

For the Navy, we do Navy inspector general (IG) visits every region, every site, to look at the programs. In Sexual Assault Victim Intervention, our SAVI program, we do focus groups. We really look at, what are they aware of? What is out there? Are we reporting effectively? We had a Navy IG study in 2004 that showed lots of areas we needed to improve. But the good news is we have made all those improvements with the changes in the DOD policy, increased staffing, new training, emphasis on training using civilian experts. We have vetted our curriculum with the national civilian experts Pennsylvania Coalition Against Rape (PCAR) and National Organization for Victim Assistance (NOVA). We continue to evolve and change and improve our processes.

We also have an accreditation program that goes out and interviews the fleet, the commanders, our key stakeholders; medical, legal, Naval Criminal Investigative Service (NCIS), and looks at our program to make sure that we are meeting all the policy requirements. And then, as I talked about quickly, was the SAVI Quick Poll which we did in 2004, 2005 and 2008, which really is a measurement of awareness of the program, of the resources, and if victims would feel comfortable reporting their sexual assault. And our 2008 poll was very gratifying. We are getting the word out. They are getting the message. We are focusing again on our recruit command on our 18- to 26-year-olds. We have a lot of products out about decision-making processes and will continue to improve and focus on bystander intervention.

Mr. WILSON. And I am particularly interested in measurements. And so I would be very interested to receive a copy of the information and the polling that you just indicated. If you could provide that to us.

Ms. ROBERTSON. I will take that for the record and be glad to do that.

[The information referred to can be found in the Appendix on page 131.]

Mr. WILSON. And thank you for your family's service.

Mrs. DAVIS. Thank you.

Did anybody else want to comment on that briefly or perhaps you can in the next round with other speakers?

Thank you.

Ms. Tsongas.

Ms. TSONGAS. Yes. Thank you very much for your testimony.

I have a question to address sort of the underlying cultural issues that you have all referred to. When the Air Force Academy first started to be aware of the issue of sexual assault in the academies, one of the things they found in the culture was that one out of five of their students, or their cadets, did not believe women should be in the military. Have you all examined that in the course of trying to deal with addressing the underlying culture of your services? I just wonder if there has been any research done on this or on the fundamental belief that women should be serving with men. Is that a no?

Ms. BRADLEY. Ma'am, I have not, or our team has not taken that on specifically, but we are very aware of it, as is the Academy, and they work that those cultural issues about women are full up members of the team. Gender, race, anything like that should have no play in our effort together to be the defense for this Nation. We do know, as we have done in our training, that many of the things that cause this kind of behavior are disrespect for one another, are myths about women, about other races. And we are purposefully in all of our training addressing that about how women are treated, as the one that you just saw. You don't be disrespectful to someone on your team, regardless of who they are. So we are definitely aware of it, and we are including it in every piece of training we have.

Ms. TSONGAS. As a part of the change in the culture?

Ms. BRADLEY. Yes, ma'am.

Ms. TSONGAS. Is that true across the board?

The other issue I wanted to address is the issue of bystander. And I applaud you for your efforts around that. But one of the concerns I have is how the command structure embraces all the good work that you are doing and to the extent that there are issues with commanders not being fully endorsing of all the work that you are doing; in essence, they become the ultimate bystander. So I am curious as to how you manage to work from the top down to be sure that every element of the Services endorses the fact that they have an important role to play as a bystander, whether or not it is stopping a specific act that may be in progress or potentially in progress, but at the very top creating a culture that says none of us are going to be indifferent to this?

Ms. BRADLEY. In the Bystander Intervention Training that I mentioned that we have recently developed, there are three phases, and one is specifically for leaders. Our deputy chief of staff of personnel in fact is going to receive that training the middle of this month before it goes out, but training that specifically leaders take to show how they must intervene in circumstances.

But part of the basic is getting people to understand the dynamics of sexual assault, the complexities of it, and the behaviors that are associated with it. So we will have training for leaders, training for men, and training for women in the bystander intervention.

Ms. TSONGAS. Is there any work being done in the coursework, the kinds of courses people take in the course of their professional progress, the War Colleges? Is there any kind of training going on there for the leaders in the making?

Ms. COLLINS. Ma'am, if I may.

The Army implemented training from basic training to our general officer level back in November of 2004. And we have revised that once, and we are on our second revision of that training right now. So as you go up in leadership roles and go to higher leadership schools, you get sequential training on your requirements under the program.

With the launch of our summit this last September, that launched our first phase which is titled Committed Army Leadership, and the Secretary and Chief were extensive in the direction with all commanders that they will be highly engaged with this program. Our commanders left that summit with their own action plan to immediately implement when they got back to their command areas, and they began in implementation, which we will be briefing out during our next summit, which is in early April this year.

Ms. TSONGAS. Thank you.

Ms. ROBERTSON. Ma'am, I would like to tell you that the Navy also has different levels of training, and we have specific leadership training. At the Senior Enlisted Academy this last year, we gave them real-life case scenarios for discussion so that they could really look at what went well, what didn't go well, what are the system issues. And so we take it very seriously that each level of leadership needs a different type of training to focus on what their position is and to look at it a different way. So I commend you for your comment and question because it is important that we address this training at all different levels.

Ms. TSONGAS. Thank you.

I don't know what my time is, but thank you.

Mrs. DAVIS. Ms. Shea-Porter.

Ms. SHEA-PORTER. Thank you.

This question is for each one of you. And I have been very concerned about the high rate of moral waivers that have been given to entrants, in particularly the Army, over the past few years. And my question is, although you don't work with that part, do you see any connection? Do you have any knowledge whatsoever of what number of men who have gotten moral waivers are actually causing trouble on bases? I have been concerned about that, and I can't get the information I need right now. So I just want to know how many people have received moral waivers, if you know. And if any of the moral misconduct, and I know some of it can be very small misdemeanor stuff, but if any of it has to do with sexual misconduct, do you know that at all?

Let me start with Ms. Collins.

Ms. COLLINS. Yes, ma'am. Thank you for the opportunity to address that issue.

Our office does not track or do comparisons. That is not a regular, reoccurring requirement for our case data or our report requirements that we provide up through DOD or to our leadership.

With the second part of your question, on offenders potentially coming into the military, previous offenders, we have policy in place that speaks to personnel recruitment issues and that recruiters cannot recruit individuals or provide waivers for an individual who has committed a violent sexual offense.

Ms. SHEA-PORTER. Okay. So any recruits, potential recruits, who show up at a recruiting office and have had something in their past cannot enter the Army?

Ms. COLLINS. Yes, ma'am. The policy states that they cannot be assessed into the military if they have a criminal history of sexual violence.

Ms. SHEA-PORTER. And is each potential recruit's background searched for that?

Ms. COLLINS. Yes, ma'am. We do do security checks on the background of our recruits.

Ms. SHEA-PORTER. Okay. And, as far as you know, have there been any surprises, anybody who has slipped through that?

Ms. COLLINS. Not to my knowledge, ma'am.

Ms. SHEA-PORTER. Thank you.

Ms. Robertson.

Ms. ROBERTSON. Thank you, ma'am. As Ms. Collins stated, this is a program not within our purview for my responsibilities, the SAVI program. I would be glad to take this for the record. It is under our personnel policy.

But I will tell you that our policy does state that we will not recruit or admit any convicted sex offenders. So it is in our policy, has been in our policy for many years, but I would be glad to take the question for the record.

[The information referred to can be found in the Appendix on page 132.]

Ms. SHEA-PORTER. Okay, well, I appreciate that. But I guess what I am getting at is, are we finding all of them before they come in? Because I don't believe that just getting into the military turns

you into that. I think they come into the military with those tendencies and that aggressiveness. And so I am wondering what we have in place to catch them beforehand. It is hard for me to believe they never exhibited that kind of behavior until they get in the Army or into the Air Force and suddenly you find out that you have one in the group.

So what do we do to make sure we find them beforehand? Because we know that they may not have a criminal record, but what do we do to look in their background to see if they have had problems, if there have been any kinds of accusations? How good is the work to prevent them from entering, is what I am asking.

Mrs. DAVIS. Ms. Shea-Porter, may I just add to your question? Because I think what we are also looking for, are our screening tools adequate?

Do you feel that the work that you have done or the work of experts around the country have made a contribution to trying to have screening tools that actually provide us with the kind of information that might raise a red flag in some of those early efforts to talk to people about their entrance into the Services?

Mr. BRUNEAU. Thank you, Congresswoman Shea-Porter. I appreciate the opportunity to talk to this.

I am not in recruiting, I am not an expert on recruiting. But my understanding is that Marine recruiters routinely perform a local records check on all of their applicants. And Marine Corps policy and Marine Corps order specifically prohibits the enlistment or commissioning of a registered sex offender.

The etymology of predation is such that the perpetrators of this crime do it until they get caught. So it is not certain that a background check or a records check is going to reveal someone who is a predator, because they may not have been caught yet.

Ms. BRADLEY. Ma'am, we also have a policy that prohibits us from either enlisting or commissioning anyone into the service with a qualified conviction. And we have not issued any waivers.

But your question is absolutely on-spot. Back in 2004, we had all of our vice commanders in from the major commands, and we invited Dr. David Lisak, who is an expert on sex offenders, to talk to them. And he was explaining to them how these folks operate. And they immediately said to him, "Can you devise a screening tool for us so we never bring them in?" And Dr. Lisak's response was, "I cannot, because they look like you, they look like your son, they look like your cousin, they look like your grandson."

And it is very difficult, unless you are aware of this behavior and you can watch it over a certain amount of time, it is almost impossible to screen it. I wish we could. I sincerely wish that we could.

Ms. SHEA-PORTER. Well, I will say that I have a feeling that, if you talk to the high school and maybe some of the young women who graduated with some of those people, you would get an idea about whether you had somebody who was pretty aggressive and inappropriate.

There just seems to be missing from this discussion the sense that we have to find them before they show up. And the numbers are just appalling. For all of the efforts—and I commend you for your efforts; they are just wonderful—but for all of the efforts, it

is still occurring. And the Army's rate actually looks like it has shot up some.

So we have to look further back than from the day they show up at the recruiter's doorstep. I think it is essential. And, you know, how to do that, I think, is up to the experts there, but I am certain that there is something else to this equation here.

Thank you all.

Mrs. DAVIS. Thank you.

Dr. Snyder.

Dr. SNYDER. Mr. Bruneau, I am going to direct my question to you, just in the interest of time, but I certainly could direct it to any of the rest of you.

I wanted to ask about the overseas situation, particularly the Iraq and Afghanistan situation now. How well do you think we are doing, and how do you monitor the following items: the availability of immediate counseling after some kind of an event; the availability of emergency health care, including referrals for any follow-up treatment a person may need; the availability of forensics, of high-quality forensics material for obtaining samples; and the availability of prosecution and help with the movement of witnesses and so on because of the mobilized situation?

How do you monitor all those things, and how do you think we are doing?

Mr. BRUNEAU. Thank you, Congressman Snyder.

Our program, as it is operated in deployed environments, is designed to replicate as nearly as it can the program that we use in the states and garrison, understanding that there are some differences and unique challenges that are inherent in the combat environment.

As I understand it, you would like to have some idea of what we are doing to provide immediate counseling for victims, the availability of forensics, I guess you mean sexual assault examination kits, and emergency care in place, as well as investigation and prosecution. Am I on the mark there, sir?

Dr. SNYDER. It is not just the forensic kits, by the way. It is having professionals there that know that their medical notes better be legible, they better have an eye that whatever they say and do may have impact on a criminal case down the line. But, yes, that is the idea.

Mr. BRUNEAU. Yes, sir. I would like to talk about the availability of forensics and sexual assault examination kits and that area first, if I may.

Of course, for the Marine Corps, medicine is provided for us by the United States Navy. Each of the military treatment or the medical treatment facilities may not have a sexual assault examination kit on hand. If a victim presents and requests to have a kit performed, because it is at their option, then the responder, the health care provider at that military treatment facility will notify the Naval Criminal Investigative Service (NCIS). An agent will bring the kit to the military treatment facility.

Any health care provider who is qualified to conduct a basic obstetrical-gynecology exam is qualified to conduct a sexual assault examination.

Dr. SNYDER. In the interest of time, I am going to interrupt you, if I might. I understand that. And what you are describing is what the situation is stateside also.

My question is, how do you monitor? And what you just described, how available is that for the convenience of the men and women who may have been sexually assaulted? How do you monitor that?

Mr. BRUNEAU. Sir, the kit enters the—it is inducted into the evidentiary stream, the chain of custody, according to the protocol that is published by the Bureau of Medicine and Surgery, as well as the Naval Criminal Investigative Service. There is a chain-of-custody form that is used, and the health care personnel are trained on how to properly complete that form.

The kit is delivered by the NCIS agent. The examination is conducted, and the evidence that is collected is sealed per the protocol and returned to the NCIS agent, who then takes care of shipping it back to the States to the laboratory.

Dr. SNYDER. My time is about up. Maybe we should pursue this at another time.

My question is, for example, right now, today, do we know, at Taji, do we know, are there kits there? Are they at Taji? If not, how long would it be? Time is a factor. You can't say, "Well, we will have one in two days." I assume we are talking about a matter of hours at the most that you would want time to go by.

So how do you monitor whether those things are available or not in the overseas deployed situation?

Mr. BRUNEAU. My understanding is that the kits are held by NCIS at the resident agency in Iraq. And the time factor is inherent to the combat environment. It is difficult to transport investigators to the victim, and it is difficult to transport victims back to where service may be provided.

Dr. SNYDER. Ms. Robertson, I wanted to ask you a question. If somebody believes that they had been sexually assaulted and reported it both to the civilian and military world, because the alleged perpetrator was somebody in the Navy, but were not satisfied with how the case was pursued, what are their options?

Ms. ROBERTSON. Thank you for your question.

We have many options. For one thing, for victims of sexual assault, for all unrestricted cases, anyone who has pursued and involves an investigation, we have a monthly sexual assault case management group that includes legal, naval, criminal, NCIS, medical, chaplains, counselors, our sexual assault response coordinator, and a victim advocate.

One of the main purposes of this group is to make sure that the victim is getting the care that they need, the victim is being heard. The victim advocate and the command representative represent that victim at the meeting to make sure that we have that full, multidisciplinary discussion.

Anyone, at any time, could call the Navy Inspector General (IG). We have many avenues for a victim to let us know that they are not getting the help they need or they are not happy with the service they are getting. And we have to respond to that. When we do our Navy IG visits, we have findings that we have to respond to.

So we have many systems in place to make sure that—victim care is our number-one priority, response to victims. So it is irregardless of where it happens, location, we want to make sure that the victims are taken care of.

Dr. SNYDER. Thank you.

Mrs. DAVIS. Mr. Loebsack.

Mr. LOEBSACK. Thank you, Madam Chair.

I do have a question, but I think, at this point, if it is okay, I would like to yield to our colleague, Mrs. Capps from California. Is that okay, Madam Chair?

Mrs. DAVIS. That is okay, sir.

We have been joined by Mrs. Lois Capps from California, who is very interested in this subject.

Mrs. CAPPS. Thank you. I also don't want to take time from Mr. Loebsack, but if I could use a couple of minutes mostly to thank this committee for holding these hearings. I understand this is the second of three hearings on the topic, and I think it is very appropriate.

I am on a different committee, but this topic has been of great interest to our bipartisan Caucus for Women's Issues. And, over the years, this topic has come up, as different members on this committee who are part of our caucus have brought the issue forward.

I am very heartened by the fact that branches of the service are reaching to us to help, perhaps, provide resources, but at least provide the setting of a hearing.

And I can now address you more in my background as a former school nurse in a public health capacity in my community. Working with high school students, these are the young people who then appear at the recruiter's office. And we can't detect—I mean, this is a challenge for us, starting with young kids and working with families to support a topic that is so very important as they raise their children who will then become adults in whatever capacity.

And, as they join the military, this is one of many areas of very major concern, particularly now in Iraq and Afghanistan, as we see so many women joining in, which we believe they should, with their male counterparts in combat. The stressors, I believe, probably, although I am not an expert on this, only increase the tensions and the pressures.

So, in many respects, I guess I would say, first of all, this is the kind of dialogue I hope that we can continue in Congress. And if there is any way—I am no longer Co-Chair of the Women's Caucus, but many of us outside the Armed Services Committee are very interested in making sure that this is something—it is a burden, in a way, and a responsibility that you are carrying, but you are, in a way, carrying it on behalf of all of us.

You are at the point in your work, in the line of your mission, where we are asking you to be leaders and to work with the lay community, civilians, to address an issue that faces every family in every community, every law enforcement, every aspect of our society, and yet it is in this very intense setting with hierarchies and with orders to follow and with missions to carry out. We must share the responsibility with you, as a civil society, and yet we do

expect a great deal from you, as our most precious resources, our sons and daughters, are entrusted to your care.

So I don't really have a question to ask you, but if you want to respond in some way, you know, perhaps even to say to our public schools, "What are you doing to help us? Because we are working with you, and you with us, to prepare the generations that are called upon in ways, you know, that maybe previous generations have not experienced in quite that same way."

So I am here to salute the committee, first and foremost, and to say I think this is a very, very significant set of hearings that you are conducting. And I am very mindful that there is a larger role that the military is representing that I want to make sure we all carry our share of responsibility for. So thank you very much.

I will be happy to hear—although you may want to move on with the hearing, too, Madam Chair.

Mr. LOEBSACK. No, I would like to hear any response, as well. Thank you. Thank you, Mrs. Capps.

Ms. COLLINS. Ma'am, if I may, I would like to answer your question or at least give you an idea of what the Army is working with, as well as with DOD and our sister services.

We are working with the Department of Education, Health and Human Services, Centers for Disease Control, and others, Department of Justice, as we work through our efforts. We are working with our schoolhouses that we are engaged with with the military, down to the junior Reserve Officers' Training Corps (ROTC) level, as well as our ROTC programs throughout the colleges, with this program.

And we are introducing training that will assess attitudes and behaviors before individuals take our training. And then, after they take the training, we know where we would like to take them, again, back to that bond of core values that the Army has that they expect their individuals—all of our individuals to have. And, as Ranking Member Wilson said, you know, that the broader spectrum, he would like everyone to look at this issue in.

So, for us, it is a partnership with not only our national experts but our national agencies, as well, as we address this social problem. And we are going to have those individuals with our summit, as well as our sister services and DOD. And the Sexual Assault Advisory Council DOD holds has those members on it as well, and we all participate in working groups with them.

Mrs. DAVIS. I am going to turn to Mr. Murphy because we are going to be pushed here in terms of time.

Mr. Murphy.

And then after Mr. Murphy, let's see, we have Ms. Sanchez. I guess that is it, and we will try and wrap up this panel and go to the next one. I had hoped that we would have another round, but I think that we have had a chance to have a larger group here today, and that is a good thing.

So, thank you.

Mr. MURPHY. Thanks, Chairwoman Davis. I appreciate it.

Thank you so much for all your testimony and especially for that video, which was terrific.

I used to be a prosecutor in the Army Judge Advocate General (JAG) Corps, so unfortunately I had a lot of these cases. And I was

also a professor at West Point. And that was another thing, when sex assaults happened at our military academies, and because a lot of times it involves underaged drinking, and, you know, whether or not you should prosecute for the underlying offense, or potential underlying offense, there.

I want to focus, though, there should be no doubt no service member, whether male or female, should ever be a victim of a sexual assault or harassment. And we should all agree that it is important not only to set up the programs to prevent such incidents from occurring but also to set up effective systems for helping victims and prosecuting offenders after the fact. And I do appreciate all of your efforts on that.

One issue, though, that concerns me that I don't think was addressed: Under the current don't-ask, don't-tell policy right now in the military, isn't there a possibility that a homosexual service member who was assaulted or harassed might be afraid to come forward and file a report for fear that he or she would be discharged? Is there a concern that many same-sex sexual assaults go unreported?

Kind of like my analogy to what happened in the military academy with underaged drinking, but in a broader scheme in our services with don't-ask, don't-tell. And I would appreciate if the panel could address that.

Whoever wants to go first.

Ms. COLLINS. Yes, sir. For the Army, we are not aware of any data indicating that the don't-ask, don't-tell policy is—that, under the policy, there are any individuals who are not coming forward that have been assaulted.

I will say that we do receive assaults of male victims within the Army, and we encourage those, as we do with our female victims. We want to encourage our propensity to report across the services for all victims. We know this is the most underreported crime in the Nation, and the data tells us it is more underreported by male victims than female victims.

So, again, we are trying to build that trust factor within the military so all victims of sexual assault come forward and report the crime, so we can not only give the victim care, which is paramount, but also pursue the offender with prosecution.

Mr. MURPHY. Ms. Collins, do you have any anecdotal stories you can share on that issue though in the Army? Or, nothing?

Ms. COLLINS. No, sir. I don't get individual case data. I get roll-up data but not individual case data.

Mr. MURPHY. How about any thought of immunity if it is a same-sex type of thing or, I mean, even if it is under-age drinking in the military? You know, in Pennsylvania, the drinking age is 21. If they are at Carlisle Barracks or anywhere else in Pennsylvania, you know, some type of immunity under the Uniform Code of Military Justice (UCMJ), or is there any thought process to that?

Ms. COLLINS. We do have within our policy, sir, it does speak to commanders giving first consideration of delaying any kind of collateral misconduct charges against a potential victim to encourage them to come forward and report the crime and for commanders to look at that very strongly. Because we are educating commanders across the board that it is paramount that we do have victims come

forward, and they need to do so without the fear of the collateral misconduct charge, potentially.

Mr. MURPHY. Thanks, Ms. Collins.

Anyone else like to address that? Ms. Robertson.

Ms. ROBERTSON. Thank you, sir.

We also have male victims, and we have not seen a time that the don't-ask, don't-tell policy is a problem for them coming forward. We respond to victims, whether male or female. I agree with what Ms. Collins said, that it is probably more underreported for males. But we have had male victims in the past and continue to do so, and provide them the same level of care and services.

We also address collateral misconduct. It has been our Navy policy since 1996, encourage commanders to provide the responsive care to victims and look at the issues with alcohol at a later time.

We also, as you probably know, have the restricted reporting option for all the services, which allows a victim to come forward without reporting it to command or investigation. And some of those may probably, and do, involve alcohol. But we want to make it a safe place for victims to come forward and get the care they need, as well as be able to change to unrestricted so we can investigate and prosecute and look at offender accountability.

Mr. MURPHY. Can I just—that restricted reporting, would that just be for, like, an underlying offense, such as underage drinking or some other misconduct, would that also apply to potential violations of don't-ask, don't-tell policy, that restricted reporting, so it wouldn't go through the chain of command, so it wouldn't be a Chapter 15?

Ms. ROBERTSON. Sir, we don't look at it as the don't-ask, don't-tell policy. We look at it—we are a victim-based program. So when a victim comes forward, we accept their report of sexual assault or sexual misconduct, and we provide them services, an array of services—medical, counseling, advocacy—and we don't get into the specifics of what happened in the incident. We really try very hard to just respond to the victim, make sure they have the care that they need, and then if they are willing to have an unrestricted report, that it is investigated and taken to the level it needs to go to.

Mrs. DAVIS. Thank you very much.

Ms. Sanchez.

Ms. SANCHEZ. Thank you, Madam Chair. And thank you for having this series of hearings.

As you know, I have been pretty active in this whole issue of domestic violence, sexual harassment, and sexual assault in the military. And, you know, I want to go back to the three things I think that we do on this committee in trying to change this.

The first is to change the culture, which, of course, is the most difficult to do.

The second would be that the laws are effective when we go to prosecute the people, not only as a deterrence but to actually take care of some of these people who are doing this. And I know that we did that when we changed the UCMJ a couple of years ago, and it has now been implemented. And many of the prosecutors at the level that Mr. Murphy was talking about say that it is working.

And, of course, the third is the response; how do we treat the victims and what do we do for them?

I want to go back to one of the questions that was asked about surveys or asking this whole issue about should women even be in the military. And it is my understanding, at the academies in particular, that we were trying to do a sexual assault sort of survey every single year at the academy, and that was sort of pushed back to maybe once every two years because the comment from most of the cadets at the academies were that we were asking way too many times, way too many questions about sexual harassment and sexual assault and all of this.

So my question would be, within the academies, do you know if in all of the surveys that we have our cadets do, which tend to be between three and four a year, if the questions about "do you believe that women should be in the academy or not" are still on those surveys? Is that question not being asked?

And then what type of surveys, if any, with respect to this, do we take within the active forces, at least even here in the continental United States? Does anybody have any knowledge of that?

Mr. BRUNEAU. Thank you, Congresswoman Sanchez.

The Marine Corps's Equal Opportunity Office within the Manpower Division conducts a survey, normally biennially, on the climate—command climate assessment. And, at our request back in 2005, with the advent of restricted reporting—we must remember that this is a relatively young program, and developing all of the pieces and the mechanics that go into its success takes a little bit of time. And then to measure effectiveness, you have to be able to wait for some results.

So we asked them in 2005 to include specific questions in their survey dealing with sexual assault. The survey itself is more focused towards sexual harassment.

Ms. SANCHEZ. And I understand that, because I have actually gone through the surveys, and I have spent a lot of time on this issue. But my question is the very basic question that was asked by one of my colleagues: Do women belong in the military? I mean, are we asking that question?

Because if we want a culture change, it begins with "women belong in the military." And at the time, I think it was with the Air Force Academy, we asked that question, and we found that almost a third of the male cadets said, "Hell no, women don't belong here."

So my question is, are we asking that? Do we continue to ask that to see if even the very basic issue of should women be in the military—because that, I think, leads into diminishing and less respect for the woman, whether she is at an academy or whether she is in the services.

Mr. BRUNEAU. I am sorry, ma'am, then I misunderstood the question. The Marine Corps does not have a service academy. I wouldn't be qualified, really, to respond to that. So I would have to defer to my sister services.

Ms. SANCHEZ. Anybody have the answer——

Ms. BRADLEY. I will respond to that.

Ms. SANCHEZ [continuing]. To that? And if you don't, then we need to talk to somebody to see if it is happening.

Ms. BRADLEY. I am reasonably sure that the Air Force Academy does still have those attitude questions on their surveys. And in the classes on character and the numerous classes that they now re-

ceive dealing with sexual assault, those very issues are addressed. The basic attitude toward an individual, respect, behaviors that we have, have to be addressed in order for this to go away. They are addressing it, ma'am.

Ms. SANCHEZ. Do you have any comments, Ms. Collins?

Ms. COLLINS. Ma'am, I am not aware that those questions are currently in the surveys at the academy. I would be certainly happy to take that back and ask that question. That would probably come under our Equal Opportunity Office at the academy itself, and I would certainly work that coordination to find out those answers.

Ms. SANCHEZ. Great. I would appreciate that.

And then, this is with respect to the report that was done on the Coast Guard, in particular. The Government Accountability Office (GAO) came back with the report that some commanders actually were resistant to advertising programs or options for reporting sexual assault in barracks and work areas, et cetera.

Within your individual services, how often do you find a commander who doesn't understand how important this issue is and actually pushes back on training programs, advertising, noticing, bringing up the issue, et cetera? Can you speak to that, any of you?

Ms. ROBERTSON. Congresswoman Sanchez, thank you for that question.

Navy senior leadership takes it very seriously, the sexual assault program and the reporting options, as well as domestic violence. We have done massive marketing. Our sexual assault response coordinators are putting up fliers all the time.

The GAO report did talk about one location where they were taken down. We did some investigation to find out what is going on. It happened to be, what we call, Public-Private Venture (PPV) housing, the type of housing. There are certain places that posters need to be hung up. So we want to make sure that the word is out, that the posters are up, that the information is out throughout the commands.

We took all the GAO recommendations very seriously. And the restricted reporting options from the top down, from senior leadership, they do know about it. I personally briefed the senior shore station leaders, and we spend most of our conversation—I have 30 minutes, and it usually goes to an hour—about the reporting options, providing response to victims in our program, and making sure that there are messages from the leadership from the top down in every location.

Mr. BRUNEAU. And, ma'am, in the Marine Corps, the commandant and our senior leadership and, indeed, all the leadership in the Marine Corps takes this subject very seriously. And the commandant has directed the inspector general of the Marine Corps to include assessment of compliance with our policies as part of their unit and command inspections.

I personally have been involved in 18 of those major inspections. And at each one of those thus far, they have been found to be mission capable. And I have not run into one yet where I have experienced any type of pushback from a commander. Those inspections include an interview, a personal interview between myself and the commander.

So I have not seen that. I have not seen any of those units within the Marine Corps that have been inspected yet that have failed to comply with our policies.

Ms. BRADLEY. Ma'am, I think we all have to realize that this is continuing education. We knew so little when we went into this about how complex this is. Restricted reporting is brand-new to our commanders. They are held responsible for what they know and what they don't know.

So, to get resistance from a commander about restricted reporting might be a very common thing, because they want to know you are going to hold them responsible for prosecuting whoever has done this. So they want to know that.

I would say that would be the only question we get sometimes from commanders, is, you know, is this restricted reporting really helping me? And the answer is: Because then the people are getting help. Our senior leadership, I watched General Schwartz look every vice wing commander in the Air Force in the eye in late December and say, "You better get it." And he said it in very strong terms.

We have folks who go to our squadron commander school, to our group commander school, and the message is there. I feel, on the whole, our commanders are getting it and they are supporting it. And when I listen to them talk, I am thrilled about it.

But we are going to keep continuing to educate at all levels.

Ms. SANCHEZ. How about Ms. Collins?

Ms. COLLINS. Yes, ma'am. And for the Army, this has obviously been in our schoolhouse for a long time now. We have been training our commanders, and they have been implementing the program, and our IG has done an inspection on our programs as well, in addition to the GAO and other reviews we have had.

I am not aware of any commander pushing back. I will say that, in our summit in September 2008, when we launched our new prevention initiatives in our first phase of committed army leadership, the Secretary and the Chief were very adamant about their expectations for commanders in this area. Each of the commanders did go back and immediately start implementing their command prevention programs.

And the Secretary and the Chief personally went out to many senior-leader training forums this past fall to reinforce that message, as they trained all the senior leaders across the Army. And we have also done a midpoint review assessment up to the Secretary in January of where they are in implementing that first phase, and we will do a final review input to the Secretary as well.

Ms. SANCHEZ. Thank you for your indulgence, Madam Chair.

And thank you for being before us.

Mrs. DAVIS. I want to thank all of you for being here.

I think there are still many questions that we have. We probably didn't focus on the exact, you know, changes in the program as much as we might have liked. Obviously, time makes it not possible to do that.

We do have a number of questions that we would like to follow up with, so that you can give us a better idea, for example, how you are doing more interactive work, what is happening there. I know, in terms of the Navy, I am curious about how the ombuds

people are really focusing and working with you. What role do they have in this? And are there areas in which maybe it is not even appropriate for them to be involved? I think just down the line there are a number of questions.

But we certainly appreciate your frankness here. I think the real test of all of this, of course, is the men and women who serve and whether they think that people are getting it and whether they think that they are being treated in a way that demonstrates that respect. And the idea that this is so critical to mission is one that is shared throughout the services, that it is important, the way that we treat people every day out in the field or whether they are on bases, wherever that may be.

We appreciate your being here. We will have a follow-up panel just a few minutes after we come back. And it is important to look to outside experts, to have them either validate or share where the challenges are perhaps not being met in a way that is appropriate. And we are certainly interested in hearing from them, as well.

I hope members can come back. And, if not, we certainly will make that testimony available to everybody.

Thank you very much.

[Recess.]

Mrs. DAVIS. Hello.

For our second panel today, we have Dr. Kaye Whitley, director of the Department of Defense's Sexual Assault Prevention and Response Office. The office serves as the Department's single point of accountability for all sexual assault policy matters and reports to the Under Secretary of Defense for Personnel and Readiness.

Dr. Whitley has previously testified before this subcommittee, and we welcome you back.

Dr. WHITLEY. Thank you.

Mrs. DAVIS. Next is Dr. John Foubert, associate professor and program coordinator for the College Student Development Program at Oklahoma State University. Dr. Foubert is an expert in sexual assault prevention programs, with a great deal of experience and research that looks at changing the behaviors of men to prevent assaults.

Welcome. Thank you.

And, finally, Mr. David Lee, director of prevention services for the California Coalition Against Sexual Assault. One of his focuses has been on the development of community responses to end violence against women, which is relevant to our discussions today. In addition, he currently manages Prevention Connection, a national online project to advance primary prevention of violence against women.

Thank you all very much for being here.

Dr. Whitley, could you start? Thank you.

## STATEMENT OF DR. KAYE WHITLEY, DIRECTOR, SEXUAL ASSAULT PREVENTION AND RESPONSE OFFICE (SAPRO), DEPARTMENT OF DEFENSE

Dr. WHITLEY. Chairwoman Davis, Ranking Member Wilson, and members of the subcommittee, thank you for the opportunity to speak with you today about sexual assault prevention in the Department of Defense.

As you observed at the hearing in January, we have a devoted group of sexual assault response coordinators and victim advocates that work at installations worldwide to care for our victims.

And today you have heard from their dedicated leadership, and I want to publicly thank each and every one of them for their outstanding service to our military men and women. I am fortunate to have their support and expertise, as we continue to institutionalize our program.

I am also honored to share the panel today with two of our of Nation's experts on this topic.

We are proud of the improvements the Department has made in our response to sexual assault. However, I think we can all agree that it would be better if these crimes never occurred.

The Department's comprehensive prevention efforts really began in the summer of 2007 at a prevention summit in partnership with the National Sexual Violence Resource Center. We invited over 100 civilian and military experts to help us map a course to prevent sexual assault.

The participants at the summit developed three recommendations for a successful prevention strategy: First, the Department should implement lasting sexual assault prevention measures by using a framework that takes action at all levels of military society. Secondly, the Department should use a social marketing campaign to link together all of its efforts to prevent sexual assault. And lastly, the Department should focus on using bystander intervention techniques in its prevention efforts.

The military services used these points to begin development of their own prevention programs. However, the Department believes that prevention can only occur with an organized, comprehensive approach that is based on research. So, consequently, during 2008, the Department collaborated once again with the Nation's experts to develop our prevention strategy.

Our strategy is built on what is called the "Spectrum of Prevention." This nationally recognized framework has been used in other prevention campaigns across the country. My written testimony details its components. But, in short, the "Spectrum of Prevention" suggests that social harm can only be prevented by taking multiple actions at every level of a society. The levels of the spectrum range from improving individual skills at the lowest level to influencing policy at the highest levels.

A supporting social marketing campaign will debut in April 2009 for Sexual Assault Awareness Month. Social marketing, as you know, uses advertising concepts and techniques to persuade people to behave in ways that improve their own personal welfare and that of society. The campaign makes it very clear that each military member has a moral duty to step up and take action to prevent sexual assault.

This initial campaign is designated to do two things: First, it informs our members about the Sexual Assault Prevention and Response Program. And second, it demonstrates key points in the bystander intervention approach to sexual assault prevention. This strategy is a transformative process that will require commitment, cooperation, and, quite frankly, time and patience. The kind of

change we wish to effect is much like what we saw with the drunk-driving campaign or racial integration in the military.

As we begin our campaign, we fully expect the number of reports of sexual assaults to increase. In fact, that is a goal of the Department, to increase the reports of sexual assault. As the comprehensive prevention strategy takes hold over the years, we look forward to the day that those numbers decrease, not because of fear or stigma of reporting, but because sexual assault is being systematically prevented.

I would like to show you two of our public service announcements (PSAs) today that were developed by our partners from Men Can Stop Rape. Mr. Steve Glaude and Dr. Pat McGann have worked very closely with my deputy, Lieutenant Colonel Nate Galbreath, who is a clinical psychologist and used those skills to pull together our campaign. These are just two of the PSAs that we will be using in April.

[Video played.]

Dr. WHITLEY. And there is a second one.

[Video played.]

Dr. WHITLEY. Thank you. That concludes my opening statement. Thank you again for this opportunity.

[The prepared statement of Dr. Whitley can be found in the Appendix on page 98.]

Mrs. DAVIS. Thank you.

Dr. Foubert.

**STATEMENT OF DR. JOHN D. FOUBERT, ASSOCIATE PROFESSOR AND PROGRAM COORDINATOR, COLLEGE STUDENT DEVELOPMENT MASTER'S PROGRAM, OKLAHOMA STATE UNIVERSITY**

Dr. FOUBERT. Thank you, Representative Davis, Representative Wilson, and members of the House Armed Services Subcommittee on Military Personnel. My name is John Foubert. I am an associate professor of college student development at Oklahoma State University, here to speak as an expert witness on the issue of sexual assault prevention.

I am an academic researcher and program developer on the issue of sexual violence. In 1998, I founded the national nonprofit organization One in Four, a 501(c)(3) public nonprofit dedicated to ending rape and sexual assault on our Nation's college campuses and in the military by using whatever methods have been shown most effective by research.

There are many ways to approach the issue of sexual assault in the military. We can ignore it and pretend that it rarely happens. Alternatively, we can focus on doing all that we can to help survivors recover from the trauma that they have experienced.

This is a more enlightened perspective, but by itself it does nothing to address the root of the problem. We can focus on prosecuting the heck out of all offenders and lock them up forever, and, although I admire the sentiment behind this approach, it is woefully inadequate. Survivors of rape rarely report what they have experienced for a wide variety of reasons, both within and outside the military. And research shows that the harshest of prosecutions

does nothing to convince potential perpetrators to alter their behavior.

To get something done, you have to go to the root of the problem, and you have to fight the battle of prevention. To do it best, you must follow where the research leads you. The United States Armed Forces can provide all the services to survivors imaginable, and they should. You can lock up all of the rapists forever, and that would be just. But we will not begin to put a dent in the problem of rape in the military until there is a decision made to use the best data-driven methods available to prevent rape and other forms of sexual assault from happening in the first place.

Until that time, we are simply in an endless cycle of consolation and punishment, with no end in sight. And, honestly, most of the people who need consoling are not getting served because they fear the stigma of being a survivor. And the overwhelming majority of those who should be punished aren't even getting confronted, because, like elsewhere in our society, the last thing most survivors want to do is go through a daunting process.

When you look at the data on sexual assault, a chilling statistic repeats itself over and over again: one in four. One in four college women have experienced rape or attempted rape at some point in their lifetime. This statistic was the initial impetus for the founding of the nonprofit organization that bears the same name, One in Four.

However, there is another one-in-four statistic that I want you all to hear very clearly. And if there is nothing else that you get from me today, please hear this: A study was released in 2005 of female U.S. military veterans, both officers and enlisted. And it found that over one in four experienced rape or attempted rape during their military service. Please also hear this: 96 percent of the perpetrators were military personnel.

So when you meet women in the military today, please remember that the consequences of us doing nothing at this point, the status quo, is that one in four will be raped by someone else in our own military. I think that is unacceptable; what do you think?

I hope you think these statistics are alarming, and I hope you don't take my word for it on their validity. I brought a copy of the study I just referenced with me, and I left it with your staff, Mr. Kildee. I hope you will read it for yourself.

These numbers are why you need to focus on prevention programming. Not all approaches to prevention programming are created equally. There are a lot of good ideas out there that, honestly, do little, if anything, to prevent a single rape. The encouraging news is that there is now data to separate the merely good ideas from the approaches that are proven to make a difference.

For the last 16 years, a team of researchers has worked to design a rape prevention program called "The Men's Program." According to the research, "The Men's Program" is the only program in history where men who see it subsequently commit less sexual assault than men who don't. It is the only program ever to document behavior change in sexual assault committed by young adult men. In controlled studies, those who see "The Men's Program" commit only about half as much sexual assault as those who don't see the program. Those who see the program, if they do commit an act of sex-

ual assault, commit an act that is much, much less severe than those who don't see the program.

These are the kinds of research results that make professors like me do a little victory dance when we see our data charts come off the computer printer.

The field of rape prevention has experienced major breakthroughs recently. And I can't sit before you today and say that we can eliminate rape in the military. However, I can say with confidence that, with the right research-based and proven methods and targeted resources, our military can decimate the rate of rape in its midst. It just takes a sustained commitment to prevention programming, the resources, and the will to get it done.

The data on rape in the military speaks for itself. The data on our ability to prevent it does so as well. I look forward to your questions to provide any information possible on how we can all work together to create a steep decline in rape in the armed services and to see that happen with all due speed, because, after all, our women and men in uniform deserve nothing less.

Thank you.

[The prepared statement of Dr. Foubert can be found in the Appendix on page 115.]

Mrs. DAVIS. Thank you, Dr. Foubert.

Mr. Lee.

**STATEMENT OF DAVID S. LEE, MPH, DIRECTOR OF PREVENTION SERVICES, CALIFORNIA COALITION AGAINST SEXUAL ASSAULT (CALCASA)**

Mr. LEE. Chairwoman Davis, Ranking Member Wilson, and other members of the Subcommittee on Military Personnel, thank you for the privilege of providing testimony about the efforts to prevent violence in the armed services.

My name is David Lee, and I have been active in the efforts to prevent sexual violence and other forms of violence against women over the last 26 years. It is my honor to currently serve as the director of prevention services of the California Coalition Against Sexual Assault (CALCASA), one of the largest and oldest associations of sexual assault programs in the Nation.

While we have always identified addressing the needs of those who have been sexually assaulted as necessary, we recognize that the problem of sexual assault is not one only of individual incidents, but also of a culture which allows sexual assault to flourish. And so I was heartened to hear earlier each of the services talk about how they will address that culture.

Based on our experience in working in California, CALCASA was selected by the Centers for Disease Control and Prevention to develop our project, Prevention Connection, which is the leading online resource on sexual violence prevention, drawing on experiences and knowledge gained by professionals within the rape crisis movement, public health practitioners, and research.

Throughout my career, I have been involved in a variety of prevention efforts, working to identify the best practices and evidence-based strategies. In California, we conducted what was, at its time, the largest social marketing campaign to prevent sexual violence, the My Strength Campaign, which adapted Men Can Stop Rape's

programs to meet the populations in California and be able to engage young men to speak out and stand up against sexual assault.

I do not need to explain to you all about the epidemic of sexual violence. Your hearings have done great service to all of us to bring attention to this issue. And we recognize that sexual violence in the military is not unlike sexual violence in other segments of our society. It reflects not only individual's experiences but reflects this culture that I talked about that condones sexual violence and, importantly, minimizes the responsibility of all members of our society or community to take any action to prevent it.

The military has a unique opportunity to be able to take action to change those cultural factors and be able to encourage people to be able to speak out and take actions to be able to make change.

What we have seen is that the military has begun to raise awareness about sexual assault, establish policies and procedures to make services available. Those are essential. However, developing services for those who have been abused is not sufficient to end sexual violence.

Data from a variety of research informs sexual violence prevention work. Research has identified risk factors for victimization and perpetration. What we want to be able to focus on is how can we promote the protective factors and be able to address the negative social and environmental contributors that are important components to a public health approach to be able to prevent sexual violence.

Some sexual violence prevention work seeks to alert potential victims to the risks they face from potential assault. While there is some value in this risk-reduction education, fundamentally it is insufficient to be able to prevent actual abuse. Without proper attention to the full context of sexual assault, risk-reduction activities may inappropriately hold victims of sexual assault responsible for not protecting themselves, such as, "You shouldn't have put yourself in that situation."

To address sexual violence prevention in a truly comprehensive manner, strategies to prevent its initial perpetration, known as primary prevention, must have the same level of commitment as programs that respond to its consequences.

A promising approach, what we can see from the research, for prevention is look at the bystander intervention effort. Based on this and other issues, work that has been initially done, we have embraced this strategy within sexual violence prevention. Instead of approaching people as potential victims of sexual assault or potential perpetrators of sexual violence, bystander intervention will approach people within a community as potential actors who can intervene in situations to the environment that may lead to sexual assault and intervene in situations that may lead to abuse.

As this is developed, it is essential, the partnership between the military and prevention practitioners, to be able to enhance efforts. We have been doing work for over 35 years within the sexual violence prevention field. Our initial efforts didn't work. We had to learn lessons, and we had to be able to refine this. As you are working on developing efforts within the Armed Forces, we will recognize that we need to learn lessons and adapt that learning curve.

Over the last several years, the Department of Defense and several branches of the military have solicited input from CALCASA and other prevention practitioners, and we feel this is very important.

This change requires making shifts in the culture to promote a culture where soldiers, sailors, airmen, and Marines identify taking action to prevent sexual violence as a core concept of being in the military.

We recognize that sexual violence is a problem throughout our society, not only within military services, and I expect that armed services can make a difference to address a serious problem within its ranks, just as it made racist behavior unacceptable within its ranks.

Mr. LEE. I am heartened to know that there have been important steps to address this issue within armed services. I am also aware there is much more to do to intervene when assault takes place as well as prevent this beforehand. Thank you for your attention, and I hope that we can continue to be of assistance in making next steps.

[The prepared statement of Mr. Lee can be found in the Appendix on page 123.]

Mrs. DAVIS. Thank you very much.

I know we really appreciate having individuals like yourselves who have really looked at this program, not just in terms of the military but also in terms of colleges, universities and many other groups.

Dr. Foubert, if I could just start with you because I think that what you said is quite dramatic. And we certainly appreciate that. Could you, and I will ask Mr. Lee as well, assess, a thumbnail assessment of the videos that you saw and the general approach that is being taken? And if you feel that the data collection that was discussed, and there may be a lot of details of that that you are not aware of, but generally speaking, are people kind of on the right track? And I ask about the videos because, as I watch them as well, and I understand that this is just a snippet, this is just a small piece of it, but I am just wondering, do those really resonate with the men and women who are watching them? And are we using our men and women to create those kinds of messages and videos? And if not, I think, why not? Aren't they the best ones to do that?

Dr. FOUBERT. I think there are a couple of questions there.

To start with, an assessment of the videos. The approach that I use to prevention programming is to look specifically at the research on what shows works best, not necessarily to what I think, well, I think this might work or appeal to my better instincts, but to say, what research studies would say that this approach works? And so when I compare research studies on what tends to work in rape prevention programming to the videos that I saw, I see a fairly large disconnect.

I don't think that the videos, by and large, that we saw today, are in line with what is good practice in rape prevention programming. I think that the production quality of the videos is good. I think of the ones that we saw, the public service announcements, the little snippets, show the most promise. And I think they show

the most promise in the sense that those videos can reinforce bystander intervention messages. And I think the value of any of those videos could be to reinforce other messages that are received within any of the branches of the military.

But I think the videos, and you did mention the fact that what we saw was snippets not the whole thing, and so I should certainly make it clear, I didn't see the whole thing, but there was enough at least in some of them for me to say definitively I can think of six studies off the top of my head and one case that would say they were diametrically opposed to what research shows works best, let alone whether they would pass muster with your 19-year-old enlisted man in the Army. So I think what the military needs to do is to take a look at, here is what the research shows works best in terms of outcomes of lowering rape and lowering rape behavior and use that to inform prevention approaches. That might include a video; it might not. But I think there is a ways to go, at least in terms of the information that is included in the videos I saw. Although I am glad they are trying.

Mrs. DAVIS. Mr. Lee, did you want to comment on those?

Mr. LEE. Yes. We believe that it is important. And in the input that I have given to the Department of Defense and to some of the branches, we have talked about the value of a social marketing approach, and I appreciate that they are taking that. I do also believe though that media itself does not change behavior, and there is very little evidence of the media itself. The question is, "What is the context that the media is being used in? What are the forms of training, education and, more importantly, policies and procedures that are in place that will then lead to changes that actually take place?"

The Armed Services actually know how to change culture. They change culture all the time in the way that they prepare people to be within their community. And they take that. And we need to draw on it as lessons. So I am heartened to see the appeal to military values that we saw, for example, in the Army program that that is a strong way to be able to resonate and be able to move forward. The media itself can't create the change, but it can reinforce messaging.

Mrs. DAVIS. Thank you.

I just want to ask a little bit more about the root problem that you see. And we asked earlier about military culture, and obviously, we recruit young men and women who are able to do things that a lot of people in our population are not comfortable doing, and they are nurtured and educated to do that. And yet some of that may go against what we are talking about right here. We might call it macho behavior, whatever that may be. And yet with the panel earlier we didn't really hear that as an obstacle to getting out this message. Could you address that?

Dr. FOUBERT. The problem in our society that leads to rape? There certainly is a problem in our society that leads to rape in terms of how we raise men and what behaviors are acceptable. And there are somewhere in the neighborhood of a dozen, two dozen characteristics of men who are more likely to rape than other men. And there is this culture of masculinity, one-upmanship. Men who are more likely to rape tend to drink more. They tend to be more

hypermasculine. They tend to have characteristics that tend to be more associated with men who go into the military.

So you start with a biased sample, from a researcher's perspective, going into the military. So it is not surprising that you might have more of an issue with rape in the military than your average company, organization, those sorts of thing. The biggest problem I see with rape in the military right now is the military needs to be using more research-based approaches in its approach to rape prevention. There is some dabbling with some approaches that have support from one theory or another or have been shown to change knowledge, but you don't change behavior by changing knowledge, and so I think there needs to be more work done in that. I think there is significant sincere interest among many people in the military in addressing this problem, and I applaud that. And I think that there are some really good souls who are trying to do their best. I think we need to move forward with research-based approaches that have shown positive outcomes. Like I said, there have been breakthroughs in rape prevention research just in the last few years. We need to start applying those to the military because we can do that, do that successfully and start addressing this problem.

Mrs. DAVIS. Thank you. I appreciate that. And I hope we will have a chance to get back to some of those issues.

Mr. Wilson.

Mr. WILSON. Thank you, Madam Chairwoman.

And Dr. Whitley, thank you so much for being here. I also want to commend the people that you work with in the earlier panel, a number of professional people, who obviously are very caring, compassionate and competent. As I think of military service, to me, it is an extraordinary ability, uplifting opportunity for young people to serve through education, through meeting very competent and capable and patriotic fellow citizens by travel.

I just got back two weeks ago from visiting with people in my home state who are serving in Guam, serving in Korea, serving in Okinawa, Japan. I was green with envy. I was so happy for them to have opportunities that I didn't know existed, and so I am very pleased about military service.

It was stated earlier that, being in the military, that some people join to be a part of a family. And I know that has been the experience with us. That it is a family. And it is also establishing lifelong friends. And so that goes to the point that you made that it is a moral duty to report. That would be not consistent with fellow family members.

As you face the challenges of developing sexual assault prevention policies and programs, what are the major challenges that you have? Are there gaps in the programs, and what can we do to help you address the gaps?

Dr. WHITLEY. Thank you for that question, Mr. Wilson.

First, it is a monumental task to begin with, because we are talking about more than two million people that are stationed all around the world. And there is really no step-by-step guide for us to follow. I don't think there is anyone that has ever done this on the scale that we are attempting to do it.

As far as the gaps, I think Dr. Foubert just hit on the main gap, is that what we had done to date did not necessarily—it was not necessarily based on research. Some of the videos that the service showed today, they were developed probably in the last few years because they have been in place for a while. The prevention strategy that we have just completed and presented to our leadership is based on research. And the two PSAs that Dr. Foubert said were getting closer to what they should be were evidence-based. And so we are moving in that direction.

We have a lot more to do, but we are not shy about reaching out and asking for help. We held a second summit, I think I have that in my testimony as well, in 2008. And we brought together Men Can Stop Rape. We had Dr. Paul Schewe from the University of Chicago; Dr. Antonia Abbey from Wayne State; and Gail Stern from Catharsis Productions. We also worked with CALCASA and the Pennsylvania Coalition Against Rape. And they are all ready, willing and able to help us as we implement and develop our prevention strategy.

Mr. WILSON. And I was impressed by the videos. I particularly was impressed where it is persons of the same age group, peer group, in effect, hopefully speaking to each other instead of pontificating by persons of another age group.

And Dr. Foubert, I am very interested to hear about the men's program. And so if you could tell us about this, and also has any of this been picked up by the military?

Dr. FOUBERT. The men's program is a one-hour workshop presented in a peer education format. And it is presented right now mostly by college men to other college men. It is in place on 40 college campuses across the country. And they define rape. They then talk about how to help a sexual assault survivor after they show a videotape that graphically describes a rape situation, and then they talk about bystander intervention.

The bystander intervention approach, which people have been talking about here, was sort of the final thing that was added to the program that really led to making the difference. What we found through the research is that when men can understand what rape might feel like, cast it in the light of, here is how you help a friend recover from rape, so we want you to understand what rape might feel like, but we are going to teach it to you under the guise of it can happen to a friend of yours, so we want you to understand what it might feel like, and then here is what you can do if you see it in a situation where it might actually happen. That combination of factors led to the behavior change. And that was 16 years worth of research to get to that point. So that is the men's program essentially. And your question in a military context, I have worked with two other consultants, Gail Stern and Christopher Kilmartin at the United States Naval Academy. And we have worked for the last three years, not only to implement the men's program at the Naval Academy, but to put together 20 programs there over the course of the four years that the midshipmen are there. There is no institution of higher education in the United States who has taken a more comprehensive approach to rape prevention than the United States Naval Academy. They are taking this as seriously as any college or university in the country. And

part of what they use is the men's program, but they use many others as well. And so they are doing that. I am also talking right now to folks in the United States Army about taking the program both into Europe and to the United States, and we are in the very, very late stages of those discussions.

Mr. WILSON. Well, thank you very much. And I am glad to hear of the military cooperation. I particularly am grateful to hear about the Naval Academy. I am the proud father of a graduate of the Naval Academy, and so I do have a high regard.

Thank you very much.

Dr. FOUBERT. You are welcome.

Mrs. DAVIS. Ms. Shea-Porter.

Ms. SHEA-PORTER. Thank you. I would like to thank the witnesses for staying around with us. This is very, very important for our military men and women, and for us to understand this better. I did have a couple of questions.

Dr. Foubert, I wanted to start with you. You said that there were traits. Are those traits that we can search for and identify before we recruit? Can you say what they are?

Dr. FOUBERT. You could. But the thing is someone could have all of those traits and not be a rapist. Someone could have all of those traits and not be someone who is going to commit a rape. But yes there are those traits, and you could screen for them. In some cases it would be, the screening tool would be rather lengthy.

Ms. SHEA-PORTER. Well, my question would be, not necessarily that we would be saying we are looking for this in you, but when they come into the recruiting office, could it be absorbed into a larger form where they fill out where you might have a couple of flags? And what are those traits? Is that something that a recruiter could learn to spot?

Dr. FOUBERT. Many of them are complex personality variables that would take a sophisticated psychological test to get at. And so I don't think you are—and this is not to disparage military recruiters, but they would be something like a sociopathic personalty disorder, which sociopaths by definition are very good at hiding their motives. Someone who drinks and gets drunk frequently could be an alcoholic, or they could be someone who is also more likely to commit sexual assault. That is an easy thing that someone can fake. There are, in the research literature, roughly 15, 16 different variables that have been found. I can get you all of that information certainly. And if that would be of interest to you, I can do that.

[The information referred to can be found in the Appendix on page 132.]

Ms. SHEA-PORTER. I would appreciate that. After the first panel, several of the women were standing there saying, we were pretty good identifying just in our lives people that are aggressive. And I wonder if that is something that we could work more on.

Dr. FOUBERT. The one thing that I can say that I have used as a screening tool when I interview, I talked before about having 40 peer education groups on college campuses throughout the country of men who present to other men about rape and sexual assault, one of the things I screen for is their past history and whether they have committed violence against women. One of the questions I asked them is, "Tell me about the time in your life when you came

the closest to behavior that met the legal definition of sexual assault." And one of the first things they say is, "Well, I never raped anybody." Okay. "Well, think of consent on a continuum of zero to 100, where zero is, you have countersigned paperwork with your attorney and hers and you have agreed to everything you are going to do in advance, which never happens; 100 is rape. Tell me about the time when it was a 5 or a 50 or somewhere in between, the one time where there was that oops, where you didn't completely have complete consent, tell me about that time." And so one of the things I found there is that men will admit in some cases to behavior that actually does meet the legal definition of rape, but they don't understand that it does, or they will admit to risky behavior. And I can pinpoint with them whether or not they are at risk. And that actually has been the most effective screening tool that I have used. And certainly if the military wanted to use it, they would be free to do so.

Ms. SHEA-PORTER. Thank you.

And the other question was, you talked about the videos, and I think I had the same response that maybe some will be reached by that, and it was a great effort, but that I suspected that most of those who were involved would not really see themselves in that. So what about women, videos for women? I don't even know if they are doing that. But are you aware of a series of videos that women talk to women, which would be more part of the prevention part in helping women to recognize and identify possible predators before?

Dr. FOUBERT. I recently wrote a program for women on how to recognize perpetrators, and we do use a video that shows perpetrator behavior. And so, yes, there is such a program in existence, and I wrote it. It is not geared though towards blaming women for being a victim. And you have to be very careful about that dynamic. But one of the things the research has shown is that women are less likely to experience rape if they are able to pick up on cues in men that make the men more likely to commit sexual assault. And so one of the things that we do in the program is to teach women more of the danger signs in men for what makes them more likely to sexually assault women. And one of the videos we showed was actually originally filmed by Dr. David Lisak, who has been mentioned a couple of times at this hearing, where he shows a scene that a man who has committed rape acts that out. So we use that video, in part, as a training tool for women to understand this is what a rapist looks like, and we process that in many different ways.

Ms. SHEA-PORTER. And Dr. Whitley, I see you nodding. Is there a film that you wanted to talk about, a video.

Dr. WHITLEY. We use the Lisak training as well in our training throughout all the services. It is quite chilling.

Ms. SHEA-PORTER. And effective, measurably effective.

Dr. WHITLEY. And effective.

Ms. SHEA-PORTER. All right. Thank you.

Mr. Lee, did you want to add?

Mr. LEE. I would also add that in approaching women, look at the bystander approach of being not just men, but also the role that women can be able to play in creating an environment where

sexual assaults are not acceptable and not just putting the burden on women to protect themselves, but to look at all service members to be able to look at how, including women, on how they can be able to do that.

And from a prevention standpoint, we really want to be able to look at the bystander approach and how we can integrate that into the work that we are able to do. I am skeptical of a magic screening device that can be done on the scale of the military recruiting, but I think there are ways that we should also be looking at how we can bring people into the military who are going to become active bystanders and be able to create the values and the behaviors that we are expecting within the armed services.

Ms. SHEA-PORTER. I will say that having kids that went to college, I was amazed at how woefully unaware so many of these students were on campus at not recognizing situations, possible situations, not recognizing anything. So I think we need to also beef that up, too. Thank you.

Mrs. DAVIS. Thank you very much. And we are just going to have one or two questions. We are going to wrap up in just a few minutes.

One of the things that was mentioned is the research and what we know about the fact that many of the women who come into sort of services have had prior sexual victimization. Do you see that knowledge that we have about that playing itself out in some of the work that is being done now? And is that something that can be utilized or played down? How do you see that so you know that, okay, they get that part of it? How do we use that?

Dr. FOUBERT. One of the things that we know in the research is that women who have been sexually assaulted before are more likely than the average woman to be sexually assaulted again. And so that is problematic from the perspective of, you are more likely to be sexually assaulted again if you have been sexually assaulted before. So you are dealing with, in the military, a population of women who are, statistically speaking, more likely to be sexually assaulted than the average woman. So you are not only dealing with a population of men, the research shows, coming into at least some branches of the military who are more likely to commit sexual assault, you are dealing with a population of women who are more likely to be sexually assaulted. So you are coming in with a population that is—you have a real problem. And so I think what that says is you need to take that issue extremely seriously and much more seriously than the average organization would, which means you need to approach this as something that is just as serious as, how do you load a gun? How do you sink in a submarine? How do you do all of these things? And give the time to it that it needs.

Mrs. DAVIS. Thank you.

Dr. Whitley, could you respond to that some, too? In your role, are you provided the tools, the authorization, to really push that issue a little bit more with the services as they are working on their programs? How often does that come up? How great a play is it?

Dr. WHITLEY. Well, one of the issues is that the program is still

fairly new. And what we are finding as we interact with our experts and as we implement pieces of our program and continue down this path and have GAO investigations and defense task forces and people looking at us a lot, we get a lot of recommendations. So it is just growing by leaps and bounds. And we are finding we need to do more and more, and we need to do it better.

Mrs. DAVIS. Can I ask you to just follow up with a capacity question in terms of the resources that you have? We have all said that this costs the military an awful lot of money to deal with this. And are we putting the resources there at the level of expertise in your department that is going to actually be able to provide the kind of care in this area that we need?

Dr. WHITLEY. I think we are moving in that direction. We have budgeted out for five years. And we just took a new step in terms of looking at exactly where the money goes. My leadership asked each of the services to come back and let us know how much they spend on victim care, how much they spend on administering the program. And they have to break it down by program element codes. And we have just recently gotten that information, and we are analyzing it. And part of my oversight role is to ensure that they are funded.

But we identify new requirements every day and continue to request new resources. I do have full support of my leadership. Secretary Gates has come on board as being very interested in four areas. And those four areas are the training of prosecutors and investigators and commanders and sustaining that training, and also we are really looking closely at stigma. And we have to get back to him with action plans on those areas. So that is going to help having support all the way down from the Secretary of Defense (SECDEF).

Dr. FOUBERT. Madam Chairwoman, if I may, over time I wonder how much money the military could save if they did really effective prevention programming, and there were less rapes committed, and you had more women who weren't leaving the military? How much does it cost when you train a woman to do a specialized job and she leaves because she is sexually assaulted? How does it affect troop morale? How does it affect any number of things? And so if we can have fewer women accessing services, how much does that cost?

Now, in the beginning when you implement a good rape-prevention programming, reporting usually goes up. And so there is the short-term cost going up, but long-term, it should go down. So I think there is the short-term investment, but the long-term gains can be so cost effective, not to mention the fact that it is just the right thing to do.

Mrs. DAVIS. Right. Thank you. I couldn't have said it better myself.

I want to thank you all so much for being here. I think this has been very helpful. I know we have had discussions outside the room as well today. And I certainly appreciate the work that you are all doing. I think we all wholeheartedly support the men and women in the military. We recognize that we give them a very, very difficult job to do, and we want to be sure that they are able

to progress in an environment that is healthy and safe for everyone. Thank you very much.

[Whereupon, at 1:00 p.m., the subcommittee was adjourned.]

# A P P E N D I X

March 6, 2009

**PREPARED STATEMENTS SUBMITTED FOR THE RECORD**

MARCH 6, 2009

**Opening Statement of Chairwoman Susan A. Davis**
**Hearing on Sexual Assault in the Military: Prevention**
March 6, 2009

"Today's hearing is the second of the series of hearings our subcommittee will hold this year looking at sexual assault in the military.

"Sexual assault is a complex problem that does not lend itself to a single hearing. Today, we continue our examination of sexual assault in the military by holding a series of hearings on individual subjects so that members and witnesses can have in-depth discussions about various issues to build towards a comprehensive understanding of the problem. This will guide our deliberations on what can and should be done next.

"The first hearing in this series looked at victim advocacy and support. We heard from a former service member who had been sexually assaulted while in uniform, as well as from an impressive panel of service members whose job it is to assist victims following an assault. Today's hearing will look at current and planned Department of Defense programs to prevent sexual assault. As I think today's witnesses will demonstrate, the services have applied a high level of commitment, resources, and expertise to prevention programs to educate service members and change cultural norms. Now we have to see just how effective these programs are at preventing sexual assaults. The final hearing in this series, which we will hold later in the year, will examine how sexual assaults are prosecuted by the military.

"This hearing will look at what programs the individual services, and the Department as a whole, have in place to prevent sexual assaults from ever occurring. Prevention Programs can take many forms. Some seek to prevent potential perpetrators from ever committing a sexual assault. Others, so-called "Bystander Programs" aim to teach people how to spot potential sexual assaults so that they can intervene and prevent them. There are also programs that educate people on how to avoid placing themselves in vulnerable situations.

"We will hear from the services about what prevention programs they have already implemented, what programs they are fielding now, and what programs they have on the drawing board. We will then get to hear what overarching guidance the Office of the Secretary of Defense is providing the services, as well as what outside experts think of all of these programs. We will also have the opportunity to hear how the Department of Defense's programs compare to other prevention programs outside the military.

"Just as we have a responsibility to ensure that victims of a sexual assault receive all the support that can be provided following an attack, we also have an obligation to do all we can to prevent such attacks from ever taking place. The Department of Defense has made

significant improvements in recent years, but the question we need ask is, 'Has enough been done?'

"We have with us today each service's subject matter expert for sexual assault prevention. We have:

- Ms. Carolyn Collins, Program Manager of the Army's Sexual Harassment and Assault Response and Prevention Program,
- Mr. Raymond Bruneau, Manager of the Marine Corps' Sexual Assault Prevention and Response Program,
- Ms. Katherine Robertson, Deputy Manager of the Navy's Counseling, Advocacy, and Prevention Program, and from the Air Force,
- Ms. Charlene Bradley, Assistant Deputy for Force Management Integration.

Thank you all for being here.

"Our second panel will include witnesses from the Department of Defense's Sexual Assault Prevention and Response Office, Dr. Kaye Whitley, as well as two outside experts on sexual assault prevention, Dr. John Foubert of Oklahoma State University and Mr. David Lee, Director of Prevention Services for the California Coalition Against Sexual Assault. I will make more involved introductions before that panel testifies.

"I want to reiterate that the purpose of this hearing is to focus on sexual assault prevention programs. Other issues will of course come up, but I would like to save in-depth conversations other subjects for our later hearings, so that we can give each of the topics the attention and discussion they deserve."

**Opening Statement of Ranking Member Joe Wilson**
**Hearing on Sexual Assault in the Military: Prevention**
March 6, 2009

"Thank you Chairwoman Davis. Today's hearing is important because the key to eliminating sexual assault in the military is to prevent it. I welcome the members of our two panels who I believe can provide useful insight into prevention programs. I sincerely appreciate the willingness of Mr. John Foubert and Mr. David Lee to join us to talk about strategies for combating sexual assault based on their research and programs in colleges and universities throughout the United States.

"I applaud the Department of Defense and the military services for recognizing the importance of prevention and for the steps they have taken to improve programs focused on preventing this crime. With that said, we must not only be assured that the Department of Defense concentrates on programs to prevent sexual assault, but also that the Department will spare nothing to provide victims of sexual assault with the services that they need. We also must know that the Department will aggressively pursue and prosecute perpetrators of this heinous crime.

"Today I hope to hear from our witnesses how the Department and the military services are implementing the prevention aspect of the comprehensive policy for the prevention and response to sexual assaults. Congress mandated this policy through the work of this subcommittee in 2005. What policies and programs are working? How do you measure the program's success? Where does the system fall short? Have you identified areas that need improvement? How can we help?

"It is clear that the Department and the military services have recognized the importance of partnering with nationally recognized civilian experts to identify best practices and find the right solutions to prevent this devastating crime. I commend the leadership for looking outside of their own organizations and for utilizing all available resources to protect the health and welfare of our service members. Our commitment to help you achieve this goal is unwavering."

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LOUISE M. SLAUGHTER
CONGRESS OF THE UNITED STATES
28TH DISTRICT, NEW YORK

January 28, 2009

**The Honorable Louise M. Slaughter**
**Testimony before the House Armed Services**
**Subcommittee on Military Personnel**

*"Sexual Assault in the Military"*

Madam Chairwoman,

Madam Chairwoman and members of the Committee, I would like to thank you for taking the time to hold this hearing on this important subject, as well as giving me the opportunity to submit my remarks for the record.

Unfortunately, sexual assault and domestic violence are pervasive and serious problems throughout all branches of the military. In March 2008, the Department of Defense (DoD) released their fourth annual sexual assault report, which stated that there were 2,688 reports of sexual assault in 2007. Although this is down from the 2,947 allegations of sexual assaults reported in 2006, the DOD changed their reporting requirements from calendar year to fiscal year, so there is no way to tell if this reflects a decrease in sexual assaults or not. In 2006, there was a 24 percent increase in reported sexual assaults compared to 2005. In 2004, the DoD reported 9,000 incidents of spousal abuse. A 2005 Sexual Harassment and Assault Survey of the Service Academies found six percent of females and one percent of males said they were sexually assaulted in 2004-2005, and less than half the females reported when they experienced sexual assault. In this same survey, 60 percent of female cadets indicated sexual harassment was about the same as when they first enrolled at their academy.

The numbers are startling, but as an advocate of this issue for many years, it is the personal stories that haunt me. One such woman was Tobey, a lieutenant in the U.S. Air Force. She was allegedly sexually assaulted by a fellow officer. According to her testimony, military criminal investigators and JAG officers told her, "If I were the defense attorney, I would tell you that you gave the offender mixed signals and that 'no' was not enough." She recalls that she did not just say "no." She physically held on to her underwear. Even after she reported the rape, she was forced to salute her assailant every day. She trained for over a year for a highly classified mission. She has since lost her security clearance. She concludes her testimony with, "I feel like I am being punished for a rape that happened to me." Being forced to salute your rapist every day is not only cruel, but indicative of the lack of understanding and respect the Armed Services has

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for what sexual assault victims face. A culture of misogyny is reinforced by a military structure that does not properly hold offenders accountable or provide for the rights and needs of victims.

While the DoD has been making efforts to improve its prevention and response to domestic and sexual violence, victim services remain incomplete and inconsistent among the various branches. There have been reports that victims advocates, charged with protecting the victim's rights, have been denied resources to do their job, and in some instances been forced off the base all together. Furthermore, DoD policies are not codified in the Uniform Code of Military Justice (UCMJ) and do not offer the same level of rights and protections afforded to civilian victims. Perhaps most importantly, victims are unable to seek confidential counseling and treatment without fear that their records might become public if they press charges against their assailant.

The military should be at the forefront of prosecuting assailants and setting the highest standards for treatment of service men and women, or military family members, victimized by sexual assault and domestic violence. Our Armed Forces must be able to guarantee the most basic protections to ensure these victims can receive necessary counseling, treatment, and justice.

If a victim cannot access essential care for fear of stigma, threats to their career, or because they just do not know what resources are available, the military will continue to lose valuable female and male soldiers. These men and women who serve our country in uniform put themselves in harms way to protect our nation from threats at home and abroad. They deserve the same rights and protections as the civilians whose freedoms they protect. For this reason, next week I plan to reintroduce the *Military Domestic and Sexual Violence Response Act* (HR 3990 in the 110th Congress). My legislation ensures service members are adequately protected when dealing with the horrible tragedy of sexual assault or domestic violence.

We must not allow our brave service members to be victimized twice – once by their perpetrator and then again by the military's lack of appropriate, compassionate, and confidential treatment and response.

Madam Chairwoman, thank you again for the opportunity to submit my remarks for the record, and I look forward to working together on sexual assault in the military.

Louise M Slaughter

WRITTEN STATEMENT BY

MS. CAROLYN R. COLLINS

SEXUAL HARASSMENT/ASSAULT RESPONSE & PREVENTION (SHARP)
PROGRAM MANAGER

OFFICE OF THE DEPUTY CHIEF OF STAFF, G1

UNITED STATES ARMY

BEFORE

HOUSE ARMED SERVICES COMMITTEE -

SUBCOMMITTEE ON PERSONNEL

HOUSE OF REPRESENTATIVES

FIRST SESSION, 111TH CONGRESS

MARCH 6, 2009

Chairwomen Davis, distinguished members of the committee, thank you for the opportunity to appear before you and discuss the Army's efforts to combat sexual assault.

On behalf of the Secretary of the Army and the Chief of Staff, I can assure you that the Army takes sexual assault very seriously. Such behavior violates the very essence of what it means to be a Soldier and is a betrayal of the Army's core values. American Soldiers are members of a band of brothers and sisters, bound by common values, with duty and loyalty to each other that sets them apart from society. Time after time, Soldiers display acts of heroism that protect and save the lives of their fellow Soldiers.

It is in this context that the Army considers the crime of sexual assault and the enabling offense of sexual harassment; and the duty of every Soldier to intervene and stop such incidents before they occur. The vast majority of our Soldiers understand that sexual assault violates the Army's values and that Soldiers who commit this crime not only betray their victims; they betray the sacred trust of the band of brothers and sisters who count on them. Moreover, any Soldier who fails to intervene to protect a comrade from harassment or the risk of assault, has also forsaken their duty to never leave a fallen comrade.

The Army's goal remains unchanged: to eliminate sexual assault and harassment by creating a climate where inappropriate behavior is not accepted, and when recognized is addressed in a way that respects the dignity of every member of the esteemed band of brothers and sisters. Creating and maintaining such a climate is the responsibility of every leader at every level throughout the Army.

The Army continues to emphasize and improve our sexual assault victim services and response capabilities, but our efforts are increasingly focused on preventing sexual assaults before they occur. With the Secretary and Chief of Staff providing personal leadership, support, and guidance -- we launched a comprehensive sexual assault prevention campaign in 2008. The campaign

centers on leaders establishing a positive command climate where Soldiers understand and adhere to the Army's intent for all team members to act to ensure Soldiers' safety. The campaign further encourages Soldiers to personally execute peer-to-peer intervention and not tolerate behavior that, left unchecked, may lead to sexual assault. United in ownership of sexual assault prevention, leaders and Soldiers are spearheading the Army's efforts to achieve and sustain cultural change of generally accepted negative social behaviors that condone the crime of sexual assault.

The cornerstone of the Army's prevention campaign is the "I. A.M. Strong" program where the letters *I, A, and M.* stand for Intervene – Act – Motivate. Leaders must embrace the "I. A.M. Strong" initiatives and motivate Soldiers to proactively engage and prevent sexual assault. The "I. A.M. Strong" program features Soldiers as influential role models and provides peer-to-peer messages outlining the Army's intent for all its members to personally take action in the effort to protect our communities.

The Secretary of the Army introduced the Army's Sexual Assault Prevention Strategy and the "I. A.M. Strong" Sexual Assault Prevention Campaign at the Sexual Assault Prevention and Risk Reduction Training Summit on September 9, 2008. Over 250 attendees, including nearly 70 general officers, participated in the Summit; as did national subject matter experts, representatives from Congress, DoD and other Services; multiple Army staff personnel, and commanders and Sexual Assault Prevention and Response (SAPR) Program Managers down to the division level. General Officer and SAPR program manager attendees represented active and reserve commands, to include commands within Theater AOR.

The Summit served as a forum to launch Phase One ("Committed Army Leadership") of our prevention strategy by providing attendees training on best practices and the opportunity to develop their own command's prevention plans in alignment with overarching strategy. This first phase addresses one of the findings of the recent GAO Report which cited that while most commanders

support the program, some do not. We intend to ensure all Army commanders are committed to this effort.

• Phase Two of the prevention strategy and campaign is "Army-wide Conviction" and includes educating and training Soldiers to ensure they understand their moral responsibility to intervene to stop sexual assault and sexual harassment, and protect their fellow Soldiers.

• Phase Three culminates the dedicated effort of leaders and Soldiers under Phase One and Two by "Achieving Cultural Change" and establishing an environment that drives sexual assault and sexual harassment from our Army.

• The final phase is "Sustainment, Refinement and Sharing", during which we will continue to grow the Army's program while motivating national partners to embrace and support our committed efforts to change generally accepted negative social behaviors; thus eliminating the crime of sexual assault.

Also during the Sexual Assault Prevention Summit, the Secretary of the Army introduced the Sexual Assault Prevention Campaign video and our new prevention Strategic communication highlights Soldiers, as members of a band of brothers and sisters, bound together by common values. The video showcases sexual assault survivor testimonials and incorporates the "I. A.M. Strong" sexual assault prevention message.

Armed with copies of the "I. A.M. Strong" video, Commander's Guides, program materials, and their newly developed action plans, command representatives departed the Summit and began implementing the prevention strategy throughout the Army.

Our determination to prevent sexual assault is more than conferences, strategic communications and videos. A measurement of our strategy is the increase in Soldiers propensity to report the crime, which will demonstrate their confidence of their command, and will allow the Army to hold offenders

accountable for their actions. The number of reports of sexual assault (both restricted and unrestricted) in the Army during FY08 increased 4% from FY07; and we anticipate another increase in reporting during FY09 in conjunction with the full implementation of the "I. A.M. Strong" Campaign and a stated goal to encourage all victims of sexual assault to report the crime. As such, we expect a steady increase in reported assault, but a decline in actual assaults.

Other key components of our prevention campaign include:

• We have Integrated our Sexual Harassment and Sexual Assault Prevention missions in order to ensure consistency in messaging, education and training. We believe this will add synergy to our prevention efforts as the behavior associated with sexual harassment can be a precursor to sexual assault. This integration also resulted in a re-naming of our program to Sexual Harassment/Assault Response and Prevention, or "SHARP" Program. We have already reorganized at the Department level and are working through the necessary actions and resourcing for units in the field.

• We are developing Interactive Training in Conjunction with National Subject Matter Experts. This project includes two interactive, decision-making and communications tools. The first is focused on Initial Military Training, to include U.S. Military Academy, ROTC and JROTC cadets and new recruits. The second is designed for mandatory annual SHARP training for all Soldiers. These major revisions are intended to make our training more meaningful and more effective. This action also addresses a major finding in the last GAO Report.

• We have an ongoing Army-wide tour of the popular production known as "Sex Signals". "Sex Signals" is a 90-minute program with interactive skits that deal with dating, rape, consent, gender relations and other topics such as body language, alcohol and intervention. This innovative training method is used to educate audiences on social issues. The Army has contracted with Catharsis Productions for nearly 400 shows at Army installations and in the CENTCOM AOR during FY09.

• We are developing a Permission-based, Online Resource Site specifically for Commanders to facilitate the sharing of best practices, success stories, current initiatives and innovations around the entire prevention sphere of topics.

• We are also producing two additional Sexual Assault Prevention Training Videos to continue to promote "I. A.M. Strong" prevention initiatives among Soldiers and leaders.

• Our Second Annual Sexual Harassment/Assault Prevention Summit is planned for Sexual Assault Awareness Month (April 2009) and will include Army Staff SHARP program proponents, commanders and their SAPR Program Managers, national subject matter experts, SAPR representatives from DoD, J-1 and other Services, as well as representatives from other Governmental Agencies.

• To incorporate the new prevention training focus, the Army is also revising the program training curriculum utilized in our Professional Military Training, which begins with basic combat training and culminates with General Officer training. In addition, the Army is revising our pre- and post-deployment training and annual training curriculum.

• A monitored Online Social Networking Site is under development to serve as a primary prevention venue intended to encourage Soldiers to actively engage within their peer communities to foster respectful treatment of others and prevent sexual assault.

• We also are standing up a "Promotions-on-Demand" Online Site featuring "I. A.M. Strong" marketing, branding, and promotional materials for units to order or print on-demand. Following an initial issue to battalion level units across the Army, all commands can use this site to re-supply or supplement their "I. A.M. Strong" Campaign products.

The Army is committed to funding these programs.

Another key component of our prevention campaign is a comprehensive effort to improve the Army's Investigation and Prosecution of Sexual Assault Cases. While other jurisdictions may operate differently, the Army's practice is to formally investigate every allegation of sexual assault which results in an unrestricted report. Although this practice may contribute to a seemingly high number of cases, it also demonstrates the Army's commitment to thoroughly investigate all unrestricted reports of sexual assault. To further demonstrate that commitment, we are resourcing several initiatives in our Criminal Investigation Command and Judge Advocate General Corps:

- The Army Criminal Investigation Command (CID) is hiring seven nationally recognized experts in the sexual assault field as consultants or Highly Qualified Experts. These experts will fill positions at the CID units in the field, at CID Headquarters, at the Army Military Police School (USAMPS), and at the US Army Criminal Investigation Laboratory (USACIL). These experts will:
  - Direct, manage, coordinate, and oversee worldwide CID sexual assault investigation programs.
  - Mentor agents on investigative techniques, requirements, and related subjects briefings.
  - Provide expert oversight for criminal investigations relating to such areas as rape and sexual assault.
  - Provide expert level training in investigating sensitive and complex sexual assault cases.
- CID is also hiring 30 additional special investigators to form sexual assault investigation teams (primarily at 22 major installations) to better address the conduct of sexual assault investigations. These teams will function similar to civilian police department Special Victim Units. Team members will receive increased specialized training from the Highly Qualified

Experts that are being hired, and they may also receive additional training or mentorship from local civilian police departments that have specialized units.

- The Army JAG Corps is working collaboratively with CID throughout the implementation of these initiatives. Recently the Secretary of the Army approved significant increases in personnel and training resources for the JAG Corps specifically targeted at sexual assault, including:
  - Fifteen additional authorizations for Judge Advocates who will focus exclusively on litigation and training during 3 year tours – with an emphasis on sexual assault. These special prosecutors will be assigned to our busiest jurisdictions, just like the CID sexual assault investigation SVU teams.
  - Hiring 7 Highly Qualified Experts (HQE) in the fields of special victim and sexual assault prosecution to augment our training base.
- We have already begun the process of hiring these subject matter experts, reflecting the Army's commitment to good order and discipline and to institutional excellence in the practice of criminal law. Additionally, we are devoting considerable resources to military justice training in concert with premier civilian training venues.
- The combination of the Special Victim Prosecutors and Highly Qualified Expert trainers, along with improved training courses for military justice practitioners will benefit the Soldiers and commanders we serve immeasurably and immediately.

Although we have significantly increased our efforts to prevent sexual assaults before they occur, the Army continues to emphasize victim services and response capabilities. We continue to fully resource an Army-wide victim advocacy program led by Sexual Assault Response Coordinators (SARCs) and supported by a cadre of professional Installation Victim Advocates (IVA) who

interact directly with victims of sexual assault and other response agencies such as medical, legal, law enforcement, and chaplain.

- During FY08, Army Installation SARCs trained 4,795 Unit Victim Advocates (UVA) and Deployable SARCs (DSARC), to include both initial and continuing education training.
  - DSARCs and UVAs provide advocacy services as needed in garrison environments and are the sole advocacy proponent in deployed environments, for geographically dispersed units in CONUS and OCONUS not serviced by an Installation.
  - Army policy requires one DSARC at each brigade level unit and higher echelon. Army policy requires two UVAs for each battalion sized unit.
  - During FY08, Army SAPR Program Managers in the CENTCOM AOR reported 81 trained DSARCs to oversee and administer the program in deployed units. Most units have more trained UVAs than the required two per battalion due to the geographical separation of some of their small units from the battalion.
- Also in FY08, an Army Mobile Training Team (MTT) also facilitated 11 training sessions for another 556 Soldiers and other personnel, including 456 newly appointed UVAs and DSARCs with the Army National Guard and Army Reserve.
- The U.S. Army Medical Command (MEDCOM) just revised its comprehensive sexual assault victim response regulation which requires military medical treatment facilities (MTF), including deployed combat support hospitals, to have trained Sexual Assault Care Coordinators (SACC) and Sexual Assault Clinical Providers (SACP).
- The Chaplain Corps continues to serve as a primary confidential counseling source for sexual assault victims. All first term Army chaplains

receive 200 hours of training in pastoral care and counseling. This "Pastoral Skills Training" program includes modules in empathic listening, assessment, and intervention, as well as specific modules on caring for victims of trauma, including sexual assault.

- As previously outlined, our other primary responders - the Army JAG Corps and CID - continue to upgrade their capabilities to investigate and prosecute cases of sexual assault. These initiatives, and others, are the result of the combined efforts of professionals who are dedicated to help the Army's SHARP program succeed.

To ensure our success, we continue to assess, refine, and improve our SHARP Program. The Deputy Chief of Staff, G-1 owns the SHARP Program and chairs a General Officer Steering Committee (GOSC) whose charter is to oversee program execution, identify process improvements, and approve program initiatives. The GOSC, through the G-1 and SHARP Program Manager, provides regular updates to the Secretary and the Chief of Staff – both of whom remain personally involved in reinforcing to all Soldiers and leaders the importance of preventing sexual assault.

In closing, let me remind us all that the U.S. Army's prominence and positive reputation is largely due to its values, warrior ethos and dedicated professionals – both Soldiers and civilians. With the pending success of the "I. A.M. Strong" Sexual Assault Prevention Campaign, I am proud to say that the Army will more fully align itself with the values it professes.

Again, I thank you for the opportunity to appear before you today, for your continued support of the Army, our Soldiers and Families, and for your partnership in helping us address this important issue. I look forward to answering your questions.

**NOT FOR PUBLICATION UNTIL
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ARMED SERVICES COMMITTEE**

**STATEMENT OF**

**KATHERINE ROBERTSON
COUNSELING, ADVOCACY AND PREVENTION PROGRAM
COMMANDER, NAVY INSTALLATIONS COMMAND**

**BEFORE THE**

**SUBCOMMITTEE ON MILITARY PERSONNEL
OF THE
HOUSE ARMED SERVICES COMMITTEE**

**ON**

**SEXUAL ASSAULT IN THE ARMED FORCES
6 MARCH 2009**

**NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE**

**KATHERINE ROBERTSON, LCSW**
**Counseling, Advocacy and Prevention Program**
**Commander, Navy Installations Command**

Katherine Robertson serves as the Deputy Manager for the Fleet and Family Support Program (FFSP) responsible for the Counseling, Advocacy and Prevention (CAP) Programs (N911B). CAP Programs include the Sexual Assault Victim Intervention (SAVI) Program, Family Advocacy Program, New Parent Support Home Visitation Program and Clinical Counseling. In this capacity, she is responsible for the delivery of both the Department of the Navy and congressionally mandated services at Navy installations world wide. She and her CAP team are responsible for prevention, education, intervention, counseling and delivery of vital programs that support commands, Sailors and family members.

Ms. Robertson is a distinguished career public servant with 30 years of experience working in management and clinical services in military family programs (Army, OSD, and Navy). Ms. Robertson has worked for the OSD Office of Family Policy in two positions and worked for Office of Reserve Affairs developing the Guard and Reserve Family Toolkit. Ms. Robertson has a broad background in military family programs to include Child & Youth Program Management, Family Advocacy Program, Clinical Case Management Supervisor, Regional QA Coordinator, SAVI/Clinical Program Manager, and now as the Commander, Navy Installations Command CAP Manager. Highlights of her career are the understanding and working joint service issues in areas of sexual assault, family violence and military family programs. She started working for the Navy in 2001 in Norfolk, Virginia supporting CAP programs.

Ms Robertson is the spouse of a retired service member (AD Army 27 years). She has a son serving in the Air Force currently deployed to Djibouti and a son serving in the Army awaiting deployment to Afghanistan within the year. Ms. Robertson holds a Masters Degree in Education with a certification in Counseling from the University of Southern California and a Master of Social Work (MSW) from the University of South Carolina. She is a Licensed Clinical Social Worker (LCSW) in North Carolina and Virginia.

**Introduction:**

Chairman Davis, Representative Wilson and subcommittee members, I greatly appreciate the opportunity to share with you my perspective on the Navy's efforts to prevent sexual assault. I thank you for your leadership and attention to this vital issue and for your support to our Sailors and families and to the survivors of sexual assault in the military.

It has been my privilege for the past 30 years to work for the Navy, Army and the Department of Defense, and to witness their efforts in preventing and responding to sexual assault and domestic abuse as well as other difficult challenges that impact military families. And although we have not been successful yet in eliminating these challenges, the commitment and will to do so is evident every day, as I will share in my testimony today.

I am a Licensed Clinical Social Worker (LCSW) and I have devoted much of my professional career to understanding and working in the fields of sexual assault, family violence, and military family programs. In my present position, I serve as the Deputy Manager for Fleet and Family Support Program with Commander, Navy Installations Command (CNIC). CNIC resources, oversees and executes the Navy Sexual Assault Victim Intervention (SAVI) program. The SAVI program is one of many critical Fleet and Family Readiness programs serving the Fleet, Fighter, and Family. SAVI Headquarters Program staff is responsible for overall management, oversight and implementation of the SAVI Program by promulgating implementation guidance to regional and installation commands, distributing fiscal, personnel, marketing, training and program resources to Navy Regions, and ensuring a coordinated approach with military & civilian resources.

I am responsible for all of the Navy Counseling, Advocacy and Prevention Programs to include SAVI, Family Advocacy Program (FAP - domestic abuse and child abuse), New Parent Support Program, and Clinical Counseling. Paul Finch is our SAVI Program Manager. He brings a wealth of clinical and program management expertise as well as the directly-relevant experience of being a former Air Force Sexual Assault Response Coordinator (SARC). Implementing a responsive and effective SAVI program is our top priority.

**Background:**

*"I want to reinforce the message that sexual assault is a criminal act that is absolutely incompatible with the Department of Navy core values, high standards of professionalism and personal discipline. The goal is zero tolerance for Sailors and officers who perpetuate this violence and an effective 24/7 response capability for victims of sexual assault."*

**– Vice Adm. Robert T. Conway, Jr., former Commander, Navy Installations Command**

Navy senior leadership is committed to preventing sexual assault and ensuring the goals of the SAVI program are met by all commands. The Navy SAVI program, established in 1994 and fully implemented in 1996, provides a standardized, comprehensive, victim-sensitive system that effectively prevents and responds to sexual assaults Navy-wide. Navy was the first service to have a dedicated program for sexual assault response and served as a role model for Department of Defense (DoD) and the other military services since the 2004 "Care for Victims

Task Force" was established and resulting DoD policy was implemented. DoD established the DoD Sexual Assault Prevention and Response Office (SAPRO), issued DoD policy, and established a Department-wide program to address sexual assaults in the military in 2005. The initial DoD Directive Type Memoranda, Commander's Checklist, utilization of trained active duty Victim Advocates, and the standardized SARC positions model the Navy SAVI program. The SAVI program name has been retained in the Navy because it has fleet wide recognition and support in the Navy.

Sexual assault is a serious crime incompatible with Navy values and ethos. Our goals are to eliminate sexual assaults perpetrated by Navy personnel and prevent sexual assault incidents that impact our personnel, family members and communities both CONUS and OCONUS. We work toward these goasl by sustaining a robust sexual assault prevention and response policy, identifying and eliminating barriers to reporting, ensuring that care is available and accessible to victims of sexual assault, and providing continuous, relevant, and effective training and education to all service members. All Navy Commands have a 24/7 sexual assault response capability focused on victim support. Commanders ensure that sexual assault victims have access to the assistance and resources to meet their needs.

The impact of sexual assault on Navy readiness, including Fleet, Fighter, and Family Readiness, dramatically effects morale and operational readiness. Senior leadership is committed to responding to victims and holding offenders accountable as demonstrated by increasing SARC positions, increased training emphasis, and increased funding every year to support the SAVI program.

**Prevention Efforts:**

Since 1994 the SAVI program has supported victims of sexual assault and sought to prevent sexual assault from occurring by focusing on offender accountability and victim protection. As more effective prevention methods were developed and made available, Navy SAVI incorporated them and continues to evolve to utilize new and effective civilian prevention methods. Past practices focused on risk reduction in training and within commands, emphasized the role of alcohol and date rape drugs in sexual assaults, and directed shipmates to watch out for their fellow shipmates' safety as part of Operational Risk Management and Safety Training. Interactive Sexual Assault Prevention and Awareness training is integrated into Ombudsman training Navy-wide with case scenarios and discussion groups. Ombudsmen are command-appointed spouses who serve as the vital link between Navy families and command leaders.

Annual SAVI training designed to prevent sexual assault and reduce risk is provided to all Navy personnel as is specialized training for all levels of leadership and first responders. The Naval Education and Training Command (NETC) Center for Personal and Professional Development, the Naval Service Training Command, United States Naval Academy, and Naval War College provide state of the art training using media and the latest technology targeted toward prevention and awareness, reporting options, and availability of services to victims with clear messages designed to deter the crime of sexual assault. Annual prevention and awareness training is infused throughout NETC's multiple training venues with the goal of preventing the long term negative impact on victims and mission readiness. NETC program components

include Pre-Commissioning Training, Initial Entry Training, Professional Military Education, Leadership Development, Annual Refresher Training, and Deployment Training.

A NETC best practice training medium is "Liberty Call," an Interactive Multimedia Instructional (IMI) tool that allows students to make decisions in the "lives" of four Sailors given different scenarios and options, that is presented to students before initial skills training. Another best practice is Prevention, Responsibility, Ethics, and Values Education and Training (PREVENT) for 18 to 26 year-olds in their first enlistment period, and directed at decision-making behaviors.

Prevention and awareness training is provided at every initial accession point, throughout leadership continuum schools, during command indoctrination (Indoc) training, and during Navy-wide annual General Military Training (GMT) . Studies and college data on sexual assaults are incorporated into sexual assault prevention and awareness training. The Navy's Senior Enlisted Academy uses actual Navy cases that do not use personal identifying information to enhance lessons and guide discussions. I personally train the senior shore installation commanders, prospective commanding and executive officers, Command Master Chiefs, and other senior enlisted leaders. Sexual assault prevention and awareness training is required training for key stakeholders: Staff Judge Advocates and military prosecutors, Chaplains, Navy medical personnel, and Naval Criminal Investigative Service (NCIS) special agents. Key stakeholder training incorporates recognized military and civilian subject matter experts in sexual assault prevention and rape-related trauma, and integrates role-plays and sexual assault scenario case studies.

Navy leadership has sent strong leadership messages through public service announcements and Navy directives and instructions. A strong messaging or media campaign is considered an essential part of an effective sexual assault prevention strategy.

SAVI is a command led program. Commanding Officers of Ships, Squadrons and Installations fill key SAVI positions within their commands with skilled personnel to help ensure the success of their prevention and response efforts. These command positions include: (1) a SARC for each installation; (2) victim advocates for commands afloat and ashore who provide information, emotional support, and guidance to victims throughout the various medical, mental health, legal and investigative processes; (3) a SAVI Command Liaison to act as the single point of contact at the command for victims, victim advocates and their installation SARC; (4) a SAVI Point of Contact (POC) to facilitate awareness and prevention training; and (5) a Data Collection Coordinator to ensure that reporting requirements are met. The trained command SAVI Victim Advocates provide 24/7 response capability for sexual assaults on or off the installation and during deployment.

Training on Sexual Assault Prevention and Awareness is a primary responsibility for Navy SARCs, trained Victim Advocates, and SAVI POC's and they effectively work in partnership with the military and civilian community. Their dedication and passion are powerful. Chief Tonya McKennie, a Navy Victim Advocate from NAS North Island, Navy Region Southwest, testified at the 28 February 2009 HASC hearing on Victim Care and Advocacy. Navy SARCs and our key stakeholders are actively involved in their civilian

communities, serving on Sexual Assault Response Teams (SARTs) and working with community rape crisis centers and other community programs.

**Prevention Initiatives:**

The Vice Chief of Naval Operations' (VCNO) testimony to the Senate Armed Services Committee in 2004 indicated that Leadership needs to better understand Sailors' knowledge and perception of Navy sexual assault prevention and response programs and resources. So, a scientific Navy-wide SAVI Quick Poll was conducted by Navy Personnel, Research, Studies, & Technology (NPRST) in April 2004 to determine baseline awareness and perceptions of sexual assault in the Navy and of the SAVI program. It was conducted again in 2005 and 2008 to track changes. The FY08 SAVI Quick Poll findings, compared to the 2004/5 polls, showed awareness of the SAVI program—including changes such as restricted reporting and services available to victims -- had increased. Positive trends were found for all groups from 2004 to 2008, including junior as well as senior personnel. Gains were also found in the percentage reporting both Sexual Assault Awareness (SAA) training attendance and SAVI training attendance in the last year. 90% or more of enlisted and 80%+ of officers attended SAA training in the last year. All groups reported that training increased their awareness of sexual assault. Most are aware of restricted/unrestricted reporting and 1/3 or more have seen flyers/posters on it at their commands. Two thirds or more know how to report sexual assault without command knowledge—a restricted report. More than 75% indicate that they would report SAA to Navy authorities.

Marketing the SAVI program to increase prevention and awareness was a major focus in FY08. Navy produced a number of Public Service Announcements (PSA) to include one by the Secretary of the Navy and released Navy's production of *Sexual Assault--Megan's Story* which won the Italian Ministry of Defense-sponsored international military production competition. It highlights the role of bystander education, which has been evaluated and found to be an effective prevention method.

The Chief of Naval Information (CHINFO) published two SAVI-related *Rhumb Lines*—leadership newsletters. The Commander, Navy Installations Command (CNIC) addressed Navy SARCs during a SARC training conference in February 2008. A Navy PSA on reporting options was recently finalized and a new PSA focusing on prevention and bystander intervention is in the planning stages. SAVI has leadership support at all levels of command.

The Sexual Harassment and Assault Prevention Education (SHAPE) program at the Naval Academy began providing progressive developmental sexual assault training throughout the four years of education to ensure graduates and our future Navy leaders are mentors to prevent sexual violence as they begin their careers. This program was developed and delivered by civilian subject matter experts in sexual assault prevention. Its effectiveness is being studied and is a model for the Military Services and DoD in many aspects of their prevention strategies.

All of the Navy SARCs assigned to the shore installations' Fleet and Family Support Programs (FFSP) world-wide in over 70 locations extending from Norfolk, VA to San Diego, CA, also Hawaii, Japan, Europe, Diego Garcia, Bahrain and Guam were trained at the OSD Sexual Assault Prevention and Response Office (SAPRO) Conference in 2008. During the Navy Day, participants saw the interactive play, Sex Signals, that emphasizes messages of what sexual

assault is, communication, alcohol and consent, as well as presentations by other civilian prevention subject matter experts. Our SARCs in turn trained 2,350 new Victim Advocates; provided refresher training to over 3,200 SAVI Victim Advocates; and trained 6,147 Navy Staff judge advocates including prosecutors, Security/Base Police, Naval Criminal Investigative Service (NCIS) agents, Medical personnel, and Chaplains focused on prevention and risk reduction efforts.

Twenty-three new Navy SARCs were trained in FY08 and three Navy SARCs participated in the first joint-service Victim Advocate training developed and conducted by the SARCs who serve in the National Capital Region—a model for both joint basing, pre-BRAC preparation and overseas. Our staff also participates on all four Sexual Assault Advisory Council (SAAC) subcommittees and co-chairs both the Research and Outreach subcommittees. The mission of the SAAC Outreach subcommittee is prevention and sexual assault program messaging for DoD and the Military Services.

**Challenges:**

The Navy's unique structure and operational employment requires innovation and commitment. Our SAVI program structure is postured to meet prevention, awareness and response whether afloat or ashore.

Sailors are also deploying as Individual Augmentees (IAs) and serve under the leadership of sister services. The DoD and Service standardized use of Victim Advocates and SARCs assists in meeting the need in these joint missions. Ensuring that our Sailors receive the on-ground sexual assault prevention and awareness training and know how to report sexual assaults in the AOR is crucial. There is effective collaboration and support among all Service SAPR programs that provides seamless services to victims of sexual assault. Representatives from J-1, Joint Chief of Staff, participate in our meetings and planning.

The majority of Navy sexual assaults are blue-on-blue (service member on service member). In FY07, 255 out of 418 sexual assaults were service member on service member. The majority of victims were 20-24 years old. Our prevention efforts need to continue to focus here, within the services.

**Future Prevention Efforts:**

Training enhancements focusing on prevention will continue in FY09 with NETC's Center for Personal and Professional Development (CPPD) collaboration to further define, develop, and deliver prevention-focused deployment-oriented training. This will be used for typical Navy deployments as well as presented to those active duty Sailors or reservists that are being deployed as IAs to support the other Services in the Global War on Terrorism.

Using top civilian experts, NETC Center for Personal and Professional Development is revising their annual training for Sailors to make it more developmental and effective. The new training program will be similar to the Naval Academy's multi-year, incremental approach. This will continually be reviewed and additional training will be added as expertise in the field of prevention increases.

A media strategy directed to Sailors and other Service members to prevent sexual assault was developed by the non-profit organization "Men Can Stop Rape" as part of the DoD Prevention Strategy. Specific Navy posters will be released in April for Sexual Assault Awareness Month as part of the Navy's social marketing strategy. OSD SAPRO is also coordinating a PSA with a popular sports figure. SAVI Program Management staff and multiple SARCs recently attended a presentation by Men Can Stop Rape, entitled "From Theory to Practice," to learn how to enhance our prevention curriculum and emphasis on Bystander Intervention.

Program enhancements will continue in FY09 with the recently developed Navy Commander's Toolkit for our SARCs to brief all new commanders within 90 days of assuming command. This comprehensive resource tool will help Commanders prevent sexual assaults, respond to victims, hold offenders accountable and effectively utilize the investigative, legal, medical, counseling, advocacy military and civilian resources.

Navy SAVI program will not rest on its history. Increased emphasis and knowledge will direct prevention efforts Navy-wide. A key factor in the success of our far-reaching prevention effort is buy-in and executive direction by senior military leadership. Under development is a Secretary of the Navy and CNO message to each Commanding Officer, Executive Officer, and Command Master Chief fleet-wide stressing the importance of a culture change toward sexual assault prevention and explaining how this crime has always been inconsistent with our core values and diminishes morale and readiness. The Navy will also roll out a comprehensive phased prevention strategy for sexual assault with overlapping phases with specific goals to reduce sexual assaults and increase Sailor propensity to report these crimes.

The SAVI prevention strategy will continue to be a collaboration with all key stakeholders (Chief of Naval Personnel (CNP), Commands, Naval Criminal Investigative Services (NCIS), Office of the Judge Advocate General (OJAG), Bureau of Medicine and Surgery (BUMED), Chaplains, United States Naval Academy, and Naval Education and Training Command (NETC)) and will be consistent with both the DoD Prevention Strategy and the most current knowledge in the field of sexual assault prevention. It will be a phased approach with the goals of influencing policy, changing organizational practices, continued collaboration with state coalitions and networks, training the fleet, first responders and all Navy leadership to include Commanding Officers, promote education and training, and strengthen Sailor, family member and civilian/contract staff knowledge, attitudes, beliefs, behavior, and skills.

Education on sexual assault prevention, awareness and reporting will be enhanced fleet-wide. Civilian experts will be consulted for all curricula. Consistent and powerful key messages will be developed, and revised training will be structured ranging from new accessions to all leadership levels, including civilian supervisors of Sailors, to ensure that training is interactive, scenario driven and embedded in all Navy core values training throughout a Navy career from indoctrination through retirement or separation.

**Summary and Conclusion:**

In reviewing the SAVI program from 1994 to 2009, the level of change and high visibility, increased resources, commitment, and senior leadership emphasis have been breathtaking. Change in our understanding of how to prevent and better target prevention has come from research from experts such as Dr. David Lisak in identifying the modus operandi (MO) of offenders of sexual assault, increased clarity about myths and realities about sexual assault offenders and victims, the use of alcohol as a weapon, and many other breakthroughs in knowledge over the past 10 years. Sailors, according to recent quick polls, know about SAVI and the resources available, and acknowledge that this crime must be prevented. Sexual assault prevention will require a cultural transformation. Over the next 5 years, as we implement our Prevention Strategy in the Navy and as DoD and the other Service SAPR programs continue to move from a reactive to a proactive posture, I truly hope that the military, as it did with racial integration and equality, will lead in this vital cultural transformation to end sexual violence in the military. Thank you.

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SERVICES COMMITTEE

**STATEMENT OF**
**RAYMOND N. BRUNEAU**
**UNITED STATES MARINE CORPS SEXUAL ASSAULT PREVENTION AND RESPONSE PROGRAM MANAGER**
**HEADQUARTERS, UNITED STATES MARINE CORPS**

**BEFORE THE**
**MILITARY PERSONNEL SUBCOMMITTEE**
**OF THE**
**HOUSE ARMED SERVICES COMMITTEE**
**ON**
**SEXUAL ASSAULT IN THE MILITARY: PREVENTION**
**ON**
**MARCH 06, 2009**

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SERVICES COMMITTEE

# Raymond N. Bruneau

## Manager
## Marine Corps Sexual Assault Prevention and Response Program

RAYMOND N. BRUNEAU, Col, USMC(Ret): Born in Natick, MA in 1955, Mr. Bruneau attended the University of New Hampshire as a Political Science major from 1975-1977. He enlisted as a Private in June, 1978 and was commissioned in December, 1979. He served with the 2d Marine Division in Cuba, Okinawa and Korea from 1981 to 1983 and was subsequently released to the Selected Marine Corps Reserve. He graduated from the State University of New York at Albany in 1987 with a Bachelor of Arts in Political Science. Working for a major financial services corporation, he also began working with volunteers in service to the Boy Scouts of America and church groups while remaining active in the Marine Corps Reserve. Mr. Bruneau graduated from Amphibious Warfare School in 1989, and commanded Battery B, 4th Low Altitude Air Defense Battalion, 4th Marine Aircraft Wing from 1989-1990, when he was reassigned as Battalion Logistics Officer and mobilized for the Gulf War. He served in various Reserve staff billets for the next ten years, graduating from the Marine Corps Command and Staff College (Reserve Course) in 1996; and began working for one of "America's Top 100" cardiac-care hospitals located in Athens GA in 1998, where he eventually gave nine years of service in health care support as an Information Technology specialist. He continued his volunteerism throughout, working with the Marine Corps League and Toys for Tots as a campaign coordinator for four years. He attended FEMA training as an Emergency Preparedness Liaison Officer in 2000 and served in that capacity twice in 2001, supporting Operation NOBLE EAGLE in response to the events of September 11th. He was subsequently mobilized again in support of Operation ENDURING FREEDOM in 2003. Graduating from the U.S. Army War College in 2004 as a Master of Strategic Studies, he was mobilized once again in support of Operation IRAQI FREEDOM, including a tour in Iraq, from 2005 – 2007, where he served as the Deputy Command Inspector General, II Marine Expeditionary Force, with collateral duty as Sexual Assault Response Coordinator (SARC). In his capacity as SARC, Mr. Bruneau participated in the Department of Defense Sexual Assault Response Coordinator Conference at St. Louis in 2006, and was a contributor in revising the Marine Corps Sexual Assault Prevention and Response program directive. He left active duty in 2007 and began working full-time for the Marine Corps as its Sexual Assault Prevention and Response Officer. He retired from the Reserve after thirty years of continuous service on 1 October 2008.

His military decorations and awards include the Meritorious Service Medal (second award); the Navy and Marine Corps Commendation Medal; the Navy Achievement Medal; the Iraq Campaign Medal; and the Armed Forces Reserve Medal with silver hourglass and "M" device (fifth award).

Mr. Bruneau was listed in the 2001 edition of the International Who's Who of Information Technology, and brings a widely-varied civilian background to his position within the Marine and Family Services Branch of Manpower and Reserve Affairs' Personal and Family Readiness Division.

**Introduction**

Chairwoman Davis, Congressman Wilson and Members of the Subcommittee, thank you for your support of Marines and their families. Sexual Assault Prevention and Response (SAPR) is a serious matter. As the Marine Corps continues its efforts to prevent sexual assault; directly care for our victims; and ensure offenders are held accountable, we appreciate your unfailing support and efforts to raise awareness of this important issue.

The Marine Corps SAPR Program was formally established by the Assistant Commandant of the Marine Corps in August of 2004. The Deputy Commandant for Manpower and Reserve Affairs, through the Director, Personal and Family Readiness Division, was assigned program sponsor responsibility and acts as the single point of contact for sexual assault prevention and response matters within the Marine Corps. Coordinating agencies were additionally assigned adjunct staff responsibilities for the integration of plans, policies, training, and reporting/tracking procedures. The supporting agencies include representatives from the Judge Advocate Division, Security Division, Training and Education Command, and Manpower Plans and Policy Division.

SAPR Program policy and procedures were formally codified with the issuance of MCO 1752.5 in September 2004 and subsequently revised with MCO 1752.5A, dated February 2008. The policy applies to all active duty Marines and Marine Reserves (in a drilling status), as well as Armed Forces personnel attached to or serving with Marine Corps commands. Policy regarding sexual assault awareness and prevention training also applies to civilian Marines, and contractors employed by the Marine Corps. The policy

defines roles/responsibilities for mandatory training, victim care, and offender prosecution.

**Marine Corps Sexual Assault Experience**

Sexual assault, by its nature and impact on the victim, is an under-reported crime in our society and believed to be so in the military. The Marine Corps strongly encourages all personnel to make complete and *unrestricted* reports of sexual assault because it activates both victims' services and law enforcement action. We have taken, and continue to refine, actions to build an environment of trust so that when incidents do occur, victims are more likely to come forward.

However, victims may be reluctant to involve law enforcement and seek only medical care and support services. Since we believe our first priority is victim care and treatment, victims have the option to file a *restricted* report. While this process does not trigger a formal criminal investigation, it allows the victim to make a confidential report and receive immediate advocacy support, medical treatment, and counseling services which can be important to their overall well being and long-term health. The victim, however, always retains the option to convert an *unrestricted* report.

Sexual assault, as with any other anti-social or criminal behavior, has far-ranging effects extending beyond the immediate victim and the perpetrator. In addition to inflicting possibly irreparable harm to a victim, sexual assault creates serious unit morale problems and destroys esprit de corps. Sexual assault erodes mission effectiveness by engendering divisiveness and distrust within our ranks. That sacred bond between individual Marines, who are dedicated to taking care of each other, is broken. We have recorded over 200 victims of sexual assault each year for the past three years: 234 in

Calendar Year 2006, 213 in Fiscal Year 2007, 281 in FY08. Through January of 2009, we are reporting 88 victims of sexual assault for FY09.

Currently, 67% of the Marine Corps is aged 25 or younger – those most at risk for sexual assault and other behavioral health concerns. Generally, a Marine Corps sexual assault victim is female, between the ages of 20-24, and in the ranks of Private to Corporal (E1-E4). Marine Corps offenders are typically male, between the ages of 20-24, hold a rank of Private to Corporal (E1-E4), and use no weapon other than their body. Sixty percent of the Marine Corps sexual assaults were service member on service member, while 32% were service member on non service member. Alcohol use on the part of the offender, victim, or both is evident in over 95% of sexual assaults cases within the Marine Corps.

**Training for Individual Marines**

DoDI 6495.02 requires the Military Services to provide periodic, mandatory education and training in SAPR at installation and fleet unit commands; during pre-commissioning programs and initial-entry training; throughout the professional military education systems, including flag and general officers; and at a minimum to all civilian personnel who supervise military service members. Training is intended to emphasize the distinction between sexual assault and sexual harassment. Pre-deployment training includes risk reduction factors that are tailored to the specific deployment location and includes cultural customs, mores, and religious practices of coalition partners in the deployed location. Entry-level training is conducted at boot camp and Officer Candidate School (OCS). Recruits are evaluated by written examination on Training Day 60.

The Marine Corps is in compliance with mandatory training requirements. Annual awareness training is conducted at the unit level, and Marines are tested on their training skills by the Marine Corps Common Skills (MCCS) program. Pre- and post-deployment training is formally provided as a component of the Pre-deployment Training Program (MCO 3502.4) and Warrior Transition Training. Leadership Development training is provided at the Commander's Course, SNCO Academies, and Corporals Course. Behavioral health panels using scenario-based training are also a feature of these training courses.

**Training for first responders**

DoDI 6495.02 of 23 June 06 directs that all DoD sexual assault first responders receive the same baseline training. Required periodic training is determined by each Military Service. Marine Corps Law Enforcement and Military/Civilian Criminal Investigators receive their initial mandatory training at the U.S. Army Military Police School's CID course. The Program of Instruction is nine weeks for Military Police 1.5 hours of which is sexual assault specific; and 16 additional weeks for Criminal Investigators, 2 days of which focus on sexual assault response. This training places special emphasis on victim sensitivity, as well as gathering and maintaining evidence.

Continuing training is offered in several areas at least annually, and may be delivered by the local Provost Marshal's Office, the resident NCIS Agency, and/or contractors. Mandated yearly in-service training is also provided to all law enforcement personnel in the areas of victim sensitivity and the Victim-Witness Assistance Program. Naval Criminal Investigative Service Investigators receive initial mandatory training from certified trainers at the Federal Law Enforcement Training Center at the Department

of Homeland Security's Glynco, GA facility. Advanced training is offered in several sexual assault areas, including interview/interrogation; victim sensitivity; and crime scene processing and investigation of sex crimes, at least annually.

**Training for Victim Advocates**

Victim Advocates and Uniformed Victim Advocates undergo approximately 36 hours of specialized standardized training provided by HQMC SAPR staff. Training consists of classroom lectures, seminars, and scenario-based role playing interactions. Uniformed Victim Advocate (UVA) training consists of 3 days of interactive instruction broken down into 8 hour segments. UVA training is conducted in accordance with DoDI 6495.02.

Sexual Assault Response Coordinator (SARC) training differs from UVA training in that SARC training covers the specific duties and responsibilities of performing as a SARC. UVA training (36 hours, previously described) is a prerequisite for SARC training. SARC training is conducted the next working day after UVA training is completed and is an additional 5 hours of training. SARC training is presented in 5 modules via PowerPoint presentation with guided discussion.

**Training for Prosecutors**

DoDI 6495.2 mandates billet specific training for Judge Advocates and Trial Counsel. Prosecutors are trained throughout their careers to ensure they understand the importance of fully supporting victims of sexual assault during the criminal justice process. Additionally, recent USMC SAPR Program training for judge advocates has emphasized this support role across the Marine Corps. Moreover, all Marine Prosecutors are trained to ensure victims in every type of crime, especially sexual assault cases, are

afforded their rights and services under the Victim and Witness Assistance Program (VWAP).

**Victim Care**

Victims of sexual assault are treated with sensitivity, decency and respect. Victims receive appropriate medical, emotional and psychological care. Victim safety is paramount at all times. No matter the gender of the perpetrator or the victim, sexual assault uses sex as a weapon to gain power and control over another. As a result, victims of sexual assault are often left feeling powerless, and robbed of their dignity and self esteem. Victims of sexual assault are, in a very real sense, wounded. Marines never leave a wounded comrade behind. Victims of sexual assault are entitled to our support and access to care as other wounded.

Once a sexual assault is reported, a unit commander's first responsibility is to ensure the physical safety, health, and emotional well-being of the victim. The commander is required to ensure that the victim is treated fairly, with dignity, sensitivity, and without prejudice. The commander is also required to (1) ensure that the parties are separated and (2) determine whether there is need for a Military Protective Order or a temporary reassignment to another unit, duty location, or living quarters.

The commander is then required to immediately contact the Sexual Assault Response Coordinator (SARC) as well as to assign a trained Victim Advocate (VA) or Uniformed Victim Advocate (UVA). The VA/UVA (a) determines the victim's need and/or desire for medical attention; (b) protects the victim's privacy by limiting access to case information; and (c) ensures that the victim receives support such as a chaplain or other counseling; (d) provides support during medical exams and court proceedings; and

(e) ensures that the victim understands the availability of victim advocacy and the benefits of receiving this support. UVAs/VAs are available 24/7, 365 days a year. The commander, through the UVA/VA, must also ask if the victim needs a support person, such as a personal friend or family member, to immediately join him or her.

We have trained 3,093 Uniformed and civilian Victim Advocates who are ready to provide assistance. Marine Corps victim protections are the same in combat zones as they are in non-deployed environments with two exceptions: 1) There are no Marine Corps civilian Victim Advocates (VA). Due to our expeditionary nature, the Marine Corps deploys Uniformed Victim Advocates (UVA) only; and 2) Sexual Assault Forensic Examination (SAFE) Kits are not held at all Medical Treatment Facilities (MTF) in combat environments. If a victim elects forensic examination, Naval Criminal Investigative Service (NCIS) provides the kit to the MTF.

The Marine Corps requires at least two UVAs be available in all deploying battalions and squadrons. Deploying Marine Air-Ground Task Forces have a Unit Sexual Assault Response Coordinator (SARC) assigned as a collateral duty, ensuring SARC presence in a theater of operation. Deploying units also conduct pre-and post-deployment training on the prevention of sexual assault. Uniformed Victim Advocates are appointed from the grade of Staff Sergeant or higher.

A Sexual Assault Response Coordinator (SARC) comes from the commissioned officer ranks, either field grade – a Major to Colonel, or the civilian equivalent. The SARC, who is certified for two years, is the focal point for victim care as well as for all sexual assault response efforts, such as system accountability for all sexual assault awareness, prevention and response.

The SARC is responsible for tracking the services provided to the victim from initial report of a sexual assault, through disposition and resolution of the victim's health and well being. The SARC also has oversight responsibility for the Victim Advocate and Uniform Victim Advocate programs.

Commanders in the Marine Corps use *the Commanders' Protocol for Responding to Allegations of Sexual Assault* to ensure they are accomplishing the intent of the program without overlooking any aspects. Commanders also use the IGMC Automated Inspection Reporting System to self-assess management and administration of the program.

Although we have much to do to in eliminating the gap between potential prevalence and reporting of sexual assault, we believe we are making progress and building trust in the system. In 2007, a Command Climate Assessment, conducted by Naval Personnel Research, found that 83% of survey respondents felt the command would support them if they reported a sexual assault; 85% felt their command holds offenders accountable; and 88% of active component Marines respondents felt their command takes sexual assault seriously.

**Future Actions**

In response to last year's General Accounting Office (GAO) study recommendations, a review directed by SECNAV, and other OSD-sponsored initiatives, the Marine Corps is committed to the following program enhancements in 2009-2010:

1. Hiring full-time SAPR Program Coordinators at the regional level to strengthen our training program and improve the overall effectiveness and consistency of our SAPR program implementation;

2. Leveraging technology to better use interactive scenario-based training programs and integrating sexual assault training into other prevention programs such as alcohol deglamorization, which have proven to yield good results;
3. Increasing the number of HQMC-funded quotas for Marine Corps judge advocates to attend specialized training courses, such as "Prosecuting Complex Cases", to ensure that prosecutors have the necessary training in sexual assault as well as litigation skills;
4. Directing the IGMC to focus attention on SAPR compliance training as part of their inspection checklist during both command and unit program inspections;
5. Implementing DoD's Sexual Assault Prevention Strategy which includes a *Primary Prevention* aspect focusing on enabling the individual service member to recognize potential assault scenarios, to use sound judgment, and to take appropriate action *before* an incident occurs. The Marine Corps believes that our "Values Based Training" is consistent with DOD's Prevention Strategy, serves as a foundation for building good character and that these instilled values stay with Marines throughout their lives. It represents who we are and what we do. This year, the Marine Corps leadership will introduce this strategy to our Corps as part of the Sexual Assault Awareness Month 2009 education campaign. Since our leadership recognizes that good communication is a key to success, we will be using professionally-developed, aggressive messaging and promotional materials to ensure that every Marine has a clear understanding of the expectations of senior leadership - that preventing sexual assault is part of the Marine Corps' "Core Values" and any behavior that does not exemplify our core values will not be tolerated; and

6. Participating in the Department of Navy's (DON) plan to examine all functional areas of the program, including program management; prevention training and education; reporting; victim response and support capabilities; community collaboration; data collection; and accountability.

We look forward to the report of the *Defense Task Force on Sexual Assault in the Military Services (DTF-SAM),* which is conducting site visits of military installations to review the current program, and is expected to issue its findings and recommendations later this year.

**Conclusion**

In closing, I would like to thank you again for spotlighting an issue which is not only important to us as a military service but also important to society as a whole.

We know from our high levels of recruitment each year that American youth aspire to become Marines because they want to be part of something better than themselves, something they can commit to and believe will never fail them. Our warrior culture demands that we treat each other with respect and honor and that our personal and professional conduct be beyond reproach. Our nation expects us to make the most of their sons and daughters. We are committed to that tradition and continuing to make you proud of your Marines.

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO THE SUBCOMMITTEE ON MILITARY PERSONNEL

COMMITTEE ON ARMED SERVICES

UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: SEXUAL ASSAULT: PREVENTION

STATEMENT OF: CHARLENE M. BRADLEY
ASSISTANT DEPUTY FOR FORCE MANAGEMENT INTEGRATION
OFFICE OF THE ASSISTANT SECRETARY OF THE AIR FORCE
(MANPOWER AND RESERVE AFFAIRS)

MARCH 6, 2009

NOT FOR PUBLICATION UNTIL RELEASED
BY THE COMMITTEE ON ARMED SERVICES
UNITED STATES HOUSE OF REPRESENTATIVES

# BIOGRAPHY

**UNITED STATES AIR FORCE**

**Office of the Deputy Assistant Secretary (Force Management Integration)**
**Assistant Secretary of the Air Force (Manpower & Reserve Affairs)**

**CHARLENE M. BRADLEY (Assistant Deputy for Force Management Integration)**

Ms Bradley served as the Headquarters Air Force Integrated Process Team (IPT) Lead addressing issues surrounding prevention of and response to sexual assault from February 2004 until December 2005. Through this effort she brought together a group of previously "stove-piped" functional experts into a focused group capable of addressing a major societal issue. The IPT conducted corporate and university benchmarking, contributed to the DoD Task Force *Report on Care for Victims of Sexual* Assault, conducted an AF-wide review and published a 96-page *Report Concerning the Assessment of USAF Sexual Assault Prevention and Response.*. The report focused on findings in six topic areas: sexual assault realities; policy and leadership; education and training; reporting; response; and deployment. Recommendations from the IPT resulted in an Air Force Plan to address the findings and to serve as the baseline for AF policy. AF senior leaders funded dedicated positions for a full time Sexual Assault Response Coordinator (SARC) and support position at each base with over 1,000 populations with additional positions at Training Centers for the high transient population. She guided the development and release of an awareness video, *Targeting Sexual Assault – Air Force Campaign Plan for Prevention and Response,* that was mandatory training for all Airmen. She also designed and implemented 40 hours of mandatory training for SARCs and Victim Advocates. With the establishment of a full-time Program Manager on the Air Staff, the IPT stood down, although the SAPR team continues to function. Ms Bradley continues her role in this important issue as the Assistant Secretary's staff for oversight and interface with the OSD SAPRO and as a full partner with the Air Staff Program Manager and the Headquarters SAPR team. She is the co-chair of the DoD Sexual Assault Advisory Committee (SAAC) Subcommittee on Policy.

A prior Division Chief on the staff of the Deputy Chief of Staff for Personnel, since joining the Secretariat, she has worked a variety of issues including business transformation, the AF response to sexual assault, civilian and military personnel and implementation of the National Security Personnel System (NSPS). She was an Office of Personnel Management (OPM) Legislative Fellow for a year, working for Senator Ted Stevens (R-Alaska) on a range of issues dealing with federal personnel programs. While working as a division chief on the Air Staff, she was interviewed and published in Personnel/Human Resource Management Today, (Addison-Wesley) for her accomplishments in designing performance management training systems for supervisors. She also serves as a panel chair for the Air Force Board for the Correction of Military Records which acts for the Secretary of the Air Force to consider individual applications to correct military records to remove an error or injustice. Ms Bradley has eight years of overseas experience in Turkey, Germany and the Philippines.

Education obtained in Business Administration, Psychology and Women Studies was completed at Asbury College, Wilmore, Ky and Stephens College, Columbia, MO. She is married to a retired Air Force officer (Brad) and has a son (Jason).

Chairwoman Davis, Congressman Wilson and subcommittee members, it is a privilege to appear before you this morning and I thank you for the opportunity to share with you the sexual assault prevention efforts that the Air Force has and will continue to undertake on behalf of our members. It is also a privilege to be the spokesperson for a team of caring and dedicated professionals who have since February of 2004 worked enthusiastically to address this problem.

As you are aware, our journey began with the US Air Force Academy (USAFA) sexual assault allegations in 2003 and the resulting Fowler Panel Report in September of 2003. Our senior leadership was aggressively working the problem at the USAFA and, in February 2004, they also directed an Air Force-wide assessment of our prevention and response capabilities to include recommendations for improvement. At that time, there was no single office designated to develop, promulgate and maintain policy on sexual assault. I was assigned as the Headquarters Air Force Integrated Process Team (IPT) Lead and stood up a team of functional responders and professionals who had a significant part to play in response, prevention, and accountability that included medical/mental health, personnel, investigation, legal and chaplaincy functional communities. Each Major Command conducted a self-assessment based on our Vice Chief of Staff's direction that focused in 5 areas: program oversight, education and training, reporting, response programs and recommendations. The resulting 96-page *Report Concerning the Assessment of USAF Sexual Assault Prevention and Response* (published in August 2004) focused on findings and recommendations in six topic areas: sexual assault realities; policy and leadership; education and training; reporting; response; and deployment.

I mention this history and assessment report because it produced significant findings relating to our subsequent approach to prevention. The most crucial finding was that we simply did not understand the realities of sexual assault. We did not understand the nature, complexity and prevalence of this crime, nor the impact to the victim and our mission. If we were to be successful in our efforts, we needed subject matter experts, external to the Air Force, who wanted to become part of the solution and share their knowledge, research and expertise as a critical part of the team. The more we know and understand, the better our prevention efforts will be. It was a tremendous learning curve; myths abound and it has proven to be painful education. The Air Force Academy was a step ahead of us as they had already begun working with subject matter experts who had worked this issue and had been doing research in universities and the public sector for a number of years. Initially, we brought onto the "team" Dr David Lisak, Associate Professor of Psychology, University of Massachusetts Boston, a forensic expert and an expert on sex offenders, who had done relevant ground breaking research on undetected rapists; Ms Anne P. Munch, Esq, a former prosecutor with broad expertise on sexual assault in civilian and military cultures; and Dr Heather Schumacher-Karjane, who conducted a congressionally mandated investigation *Research on Procedures of Higher Education to Report Sexual Assault*, funded by the National Institute of Justice. We also sought the advice and assistance of Ms Deborah Tucker, Executive Director, National Center on Domestic and Sexual Violence, Austin, Texas who co-chaired the three year long Defense Task Force on Domestic Violence.

The Air Force-wide assessment found that commanders were unaware of the prevalence of sexual assault. Because it is the most underreported crime in America, commanders were not seeing large numbers of reports that would trigger them to look at the problem in the broader

cultural context. Our collective focus as an institution was on individual cases – commanders, investigators, prosecutors and the medical community were dealing with the individual cases but not the overall problem as a cultural issue. Our subject matter experts were critical to our new understanding of the nature of the crime, the myths concerning perpetrators and victims, and the environment in which sexual assault is allowed to exist.

Our first efforts were dedicated to response, specifically, putting a system in place to care for victims. AF senior leaders funded dedicated positions for full time Sexual Assault Response Coordinator (SARC) and support positions at each base with a population over 1,000, including additional positions at training centers with high transient populations, and they also created military positions for the deployed locations. Representing our installation-level SARCs, you heard from Captain Daniel Katka, from Lackland Air Force Base, Texas in last month's hearing on victim care.

I think it's important to emphasize that while the title of this critical position is Sexual Assault Response Coordinator, they are also responsible for prevention efforts. We recognized that prevention is a full-time endeavor involving many individuals, with education, awareness, and community involvement making up the foundation of our efforts. We expect our SARCs to establish and maintain a positive and proactive presence among Airmen on the installation and consistently convey the need for Airmen to look out for one another and to intervene in ways that impact the outcome positively. They are to establish and maintain a positive and proactive network in the surrounding community to coordinate training and prevention efforts, increase awareness of trends and upcoming events and identify potential changes in levels of safety. They

communicate those findings with the installation population through leadership channels and public awareness campaigns, which includes planning local events for Sexual Assault Awareness Month, which is nationally observed during April. They also ensure appropriate emphasis during potentially problematic periods such as holidays and 3-day weekends.

Our ultimate goal is to create an environment and culture where sexual assault does not occur – and frankly, we recognize it will be a long and difficult journey. Again, our subject matter expert partners were and continue to be key advisors. We recognized early on that a significant approach was needed…and I say approach, because prevention is not an individual action or program but a never-ending commitment. It requires consistent and continuing education and training; consistent and continuing emphasis on standards and values by leadership; consistent support for victims that is visible; and deterrence - holding perpetrators accountable, which is accomplished by having well-trained investigators and prosecutors.

Shortly after standing up our response program in the field we began our first prevention effort: to educate every Air Force member at all levels about the crime, to debunk the myths that exist and to introduce the positive role that they can take to prevent a sexual assault before it happens. We developed a video-supported training session, *Targeting Sexual Assault – Air Force Campaign Plan for Prevention and Response* that was mandatory training for all Air Force members. Prevention begins with a strong leadership message and commanders are key to setting tone and expectations at all levels of the Air Force. The video featured leadership messages, but the meat of the video portrayed, in a scenario-based vignette, an airman executing the sexual assault of another airman and the impact to that victim. Dr David Lisak moderated the

video at key intervals to explain the perpetrator and victim actions and behaviors and the actions and behaviors of those who assisted the assault (although they may not have realized it); those who "facilitated" the perpetrator in making the victim more vulnerable and those bystanders who were uncomfortable with what they were observing but didn't intervene. It also dealt with the aftermath for the victim. In the first sixteen months of using the video, we trained in excess of 540,000 Air Force members.

At the same time that this training was released, we took every opportunity to speak to large groups, such as the annual Air Force First Sergeants' Conference, to educate them about sexual assault and debunk the myths. Although some rapists wear ski masks and attack strangers, the majority of assaults, both in the military and the general population are not done by strangers but by non-strangers: friends, family, co-workers, or acquaintances. Our reports confirm this. In our AF reports, 85% of offenders were known by the victim. College studies confirm 80 to 90% of assaults are by non-strangers. Among these non-stranger assailants, there are those individuals who cross the line into criminal behavior because of a one time particular set of circumstances culminating in the assault. However, also among these non-stranger assailants, there are serial sexual predators who do significant damage, premeditate their assaults and get away with them because their victims do not report.

In an article in the New England Board of Higher Education, Connection Summer 2004, Dr Lisak wrote: "Research on undetected rapists tells us that actually a very small percentage of men – serial sexual predators—are responsible for a vastly disproportionate amount of the sexual violence in any community. These men cannot be reached or educated. They must be identified

and removed from our communities. Our prevention and education efforts must be focused on the vast majority of men who will never themselves cross the line into criminal behavior, but who by their participation in peer groups and activities either actively or passively provide support or camouflage for the sexual predators in their midst."

Dr Lisak's research shows that, throughout their lifetime, these serial rapists also commit additional acts of interpersonal violence and abuse on partners and children. These individuals understand the vulnerabilities of potential victims and know how to exploit them. They may use tools such as alcohol and drugs or use others to help facilitate the assault. A serial perpetrator is able to use the normal, good things about the military to their advantage – the camaraderie, feelings of family and trust.

Another goal of our prevention efforts is to change the long held societal practice of victim blaming. In order to encourage victims to come forward and report, we must create an environment where they are treated with dignity and respect. We focus on this aspect of sexual assault at all training levels.

At the same time that we released the *Targeting Sexual Assault* training, our Air Training and Education Command (AETC) began development of standardized training for schools and professional military education at all levels, beginning with accession into the Air Force. AETC has developed several different types of education, designed to reach all Air Force members throughout their career. Each new level of training builds on what the participants have learned in earlier sessions. Standardized sexual assault prevention and response modules have been

included at Basic Military Training, all Technical Training schools, and all pre-commissioning programs since 2006. Airmen then receive follow-on training at their first base of assignment in the First Term Airman Center (FTAC) for enlisted personnel.

SARCs currently provide training at installations for FTAC, deploying members and civilians, Air and Space Basic Courses (for officers) and for the Air Force's mandatory annual refresher training. Moreover, AETC is about to release standardized FTAC and pre-deployment modules. These modules will provide a uniform, consistent message. In addition, each of the professional military education (PME) and commander courses currently include sexual assault prevention and response training that is provided by individual Major Command (MAJCOM) and local SARCS. Mr Carl Buchanan, the Air Staff Sexual Assault Prevention and Response Program Manager, trains future Group, Vice, and Wing Commanders at pre-command training at Maxwell AFB, Alabama.

AETC is developing four additional standardized training segments, which will be taught using automated computer-based modules with a trained facilitator. These new training modules will be used in (1) instructor courses, to educate all new Air Force instructors; (2) officer courses; (3) enlisted professional military education; and (4) leader courses (for commanders, first sergeants, superintendents). AETC anticipates delivery of these new modules in 2009. AETC continues to use subject matter experts in these development efforts as well. In addition to the experts mentioned above, AETC has employed the use of additional subject matter experts as they have developed the training. Mr Jackson Katz, M.Ed., an expert on bystander intervention and men

holding men accountable has advised on several of the current modules, as has Dr Alan D. Berkowitz, an expert on bystander intervention and social norm theory.

Another factor that is both influencing and challenging our response and prevention efforts is that there are indications that women enter the military with very high rates of prior sexual victimization. According to the National Women's Study, (*Rape in America*, National Victim Center & Crime Victims Research Center and Treatment Center (1992)), women who were forcibly raped were asked how old they were when they were raped. They reported being forcibly raped at the following ages: 29.3% were under 11 years old; 32.3% were between the ages of 11-17; and 22.2% were between the ages of 18-24. Surveys at the USAFA reflect that the cadet population also reported high rates of prior sexual victimization. Our SARCs at both basic military training and technical schools are also telling us that new recruits are coming forward for assistance – not to report the prior abuse – but to talk with someone about their prior abuse. Many enter the military seeking stability and a sense of belonging. We know that individuals with prior victimization are at a high risk for mental and physical health problems, drug/alcohol use, suicide and are at a high risk for future victimization.

In 2005, we hired as our first Headquarters Air Force Sexual Assault Response Program Manager, Ms Claudia J. Bayliff, Esq, an attorney with broad expertise on sexual assault in civilian and military cultures and in developing curricula in these areas. During the two years that Ms Bayliff worked for the Air Force, she began an effort that laid the framework and foundation for a focused prevention training effort based on bystander intervention. Initially, in March, 2007 she held a national sexual assault prevention symposium, bringing together top

national experts and Air Force leaders to help create the Air Force's prevention strategy. The Air Force invited twenty national experts to present the state-of-the-art research on the most effective sexual assault prevention methods and their recommendations on how to adapt this knowledge to a military environment. Attendees included professionals with a wide-variety of expertise: Dr Antonia Abbey, Wayne State University, an expert on the role of alcohol in sexual assault, offenders and program evaluation; Dr Victoria Banyard, University of New Hampshire, an expert on bystander intervention (community model) and evaluation; Dr Alan Berkowitz, an expert on bystander intervention and social norm theory; Ms Michelle Garcia, MPP, National Center for Victims of Crime, an expert on stalking; Dr Christine Gidycz, Ohio University, an expert on risk reduction for women and evaluation; Dr Elizabeth Holmes, Director of Assessment, Stockdale Center for Ethical Leadership, professor at the Naval Academy and expert on ethics, and women in the military; Mr Byron Hurt, God Bless the Child Productions, an expert on bystander intervention who created a documentary on violence in the hip-hop culture, which premiered nationally on PBS; Dr Tom Jackson, Dean, Graduate College, Northeastern State University, an expert on prevention with high risk groups; Dr Alan McEvoy, Wittenberg State University, an expert on healthy and "toxic" relationships and interpersonal communication; Ms Lynn Hecht Schafran, Esq, National Judicial Education Program, Legal Momentum, an expert on gender bias, curricula development, sexual assault and intimate partner sexual abuse; Mr. Brett Sokolow, Esq, The National Center for Higher Education Risk Management, Ltd, a risk management attorney with expertise in role of alcohol in sexual assault; Ms. Gail Stern, M.Ed, Education Director, Catharsis Productions, an expert on sexual assault with experience with the Air Force, Army and Navy; Mr. Jackson Katz, M.Ed, an expert on bystander intervention and men holding men accountable; Mr Patrick Lemmon, Men Can Stop

Rape, an expert on prevention programs for young men and social marketing; Dr David Lisak and Ms Anne Munch, mentioned earlier; Mr Don McPherson, Executive Director of the Sports Leadership Institute, Adelphi University, a speaker on men holding men accountable and a former professional football player; Mr Jeff O'Brien, M.Ed the Director of Mentors in Violence Prevention, The National Consortium for Academics and Sports, University of Central Florida, an expert on bystander intervention and men holding men accountable; and Ms Deborah Tucker, mentioned earlier.

The Air Force also invited representatives from the Department of Defense SAPRO office, the other Services, key civilian advocacy organizations and other key governmental agencies, such as the Department of Justice Office on Violence Against Women. The Symposium brought these communities together for the first time and has fostered a collaboration that continues to this day.

In May 2007, an additional planning session was held with Air Force MAJCOM SARCs and other Air Force leaders to identify priorities to implement the strategy. We decided that the first priority would be to develop an interactive, Air Force wide, bystander intervention training program. Bystander intervention is a strategy that motivates and mobilizes people who may see, hear or otherwise recognize signs of an inappropriate or unsafe situation to **act** in a positive, prosocial way. We learned in our Symposium that it is the most effective prevention strategy. We decided to create three different modules: one for Air Force leaders, one for men and one for women. While our normal military education is integrated, our experts advised that, for this subject matter, creating separate programs for men and women enhances the training and is more effective in shifting behaviors.

In December 2007, we began development of our Bystander Intervention program. These modules will be interactive and will teach participants the skills they need to intervene in a prosocial way. Again subject matter experts (Ms Munch, Ms Stern and Mr O'Brien) are involved as advisors in development of the training. These modules have been field tested, rewritten and field tested again and we anticipate delivery this summer. As the education will be delivered in small groups to enhance effectiveness, we anticipate this being a one to two year effort to reach everyone in the Air Force.

Traditional prevention programs have been targeted at risk reduction for potential victims. They also focused primarily on stranger rape, when the vast majority of sexual assaults are actually committed by someone the victim knows. Traditionally the focus has been solely on changing the behavior of potential victims (primarily female), assuming that if they "dressed properly", etc -- in other words,.didn't put themselves in an unsafe situation, that they would not be assaulted. Those assumptions were based on a number of myths, including that certain behaviors, such as that mentioned above, "provoked" sexual assault and that real rapes were always perpetrated by strangers. This assumption often led to victim blaming. To encourage victims to report, we must creat an environment where they are treated with dignity and respect.

Our approach to prevention and risk reduction is to also focus on a perpetrator's behavior. Leadership is responsible for operational risk management. They set the tone of no tolerance and enforce it. Commanders create safe working environments and living conditions such as lighted parking lots and latrines (in the deployed environment) but, more importantly, commanders are

in a prime position to establish and maintain a climate that does not tolerate disrespectful or inappropriate behavior. Risk reduction also includes training on making responsible choices, setting good boundaries, developing good communication skills, and avoiding behaviors such as underage drinking and use of drugs that can make a person vulnerable to a sexual assault.

Our installation SARCs have been very creative as they look for ways to prevent and reduce the risk of sexual assault. Although we are very clear that alcohol use does not "cause" sexual assault, alcohol continues to be a factor in a large percentage of our reports of sexual assault. In our USAF Assessment in 2004, we found that at a minimum, 54% of Air Force victims and 69% of Air Force perpetrators consumed alcohol near the time of the sexual assault. Recently, our Air Force SARC in Hawaii, Captain Maritza Sayle-Walker, facilitated a cooperative effort between Hickam AFB, the State of Hawaii and the Air National Guard to reduce alcohol-related incidents. As one of four bases to receive the Enforcing Underage Drinking Laws Grant of $950,000.00 from the Office of Juvenile Justice and Delinquency Program, Hickam observed a 25% reduction in alcohol-related incidents in fiscal year 2008.

Prevention in the deployed environment is not significantly different but presents some unique challenges – there are multiple opportunities for good and bad things to happen as people live together 24/7 and face significant dangers together, which is further complicated by having a diverse force of multi-nationals, contractors, and locals…all with varying cultural norms. We have recently developed additional and specialized training for our deploying SARCs to enhance their ability to do their mission in the deployed locations. Our senior leaders go to Shaw Air Force Base for their deployment orientation and sexual assault prevention and response is a

portion of that orientation. In his testimony at the last hearing, Captain Katka shared some of the challenges and ways in which he met them while deployed.

As we continue our prevention efforts, we are also developing metrics to measure our progress. Measuring the effectiveness of our prevention efforts is a complicated and difficult task. We are trying to determine if our efforts are having the desired effects and achieving cultural change. Since sexual assault is such a vastly underreported crime, we cannot just rely on the number of reported sexual assaults to determine if we have successfully reduced the number of assaults. We need to know the actual number of sexual assaults (both reported and unreported) over time in order to determine whether we are actually reducing that number. In order to find out how many sexual assaults are actually being committed, we have initiated contract actions to conduct an internal multi-part prevalence and incidence study. The purpose of this study, to be completed within the next twelve months, is to determine, using anonymous surveys and focus groups, relevant demographic variables, environmental conditions, and unwanted sexual contact that the respondents may have experienced, using behaviorally based questions. We anticipate the outcome of this study will allow us to determine the actual rate of sexual assault committed over a specific period of time. Once we get an accurate incidence rate, we can determine the reporting rate (by measuring the number of sexual assaults that occurred against the number that were officially reported) and begin to measure the effectiveness of our prevention efforts.

Also critical to our prevention approach is the need to constantly evaluate the effectiveness of our training. At present, the Air Force Inspector General's Office as a matter of its routine

inspection process is assessing whether the required topics (as specified in DODI 6495.02 *Sexual Assault Prevention and Response Program Procedures, Enc 6)* are included in first responder training and whether first responders have received the required training. However, since these assessments focus on compliance with established guidance and policy, we feel we need to do more to determine the actual effectiveness of our training and are launching a training effectiveness study to measure transfer of knowledge and resultant behavior. How often do we have to train for it to take? Are we using the most effective training methods for the different demographics? Once this study is complete, we will evaluate all of our training and make any needed improvements.

To continue our prevention efforts into the future and have a clear guiding vector of what needs to be accomplished, the Air Force conducted an internal strategic planning session in February 2009. The purpose of this planning session was to review the Department of Defense (DOD) Sexual Assault Prevention and Response Office's recently completed strategic prevention plan; and, begin the process of applying processes and procedures to the theories and concepts contained in the over-arching plan. Our fundamental goal was to begin formulating clearly defined operational goals and milestones that we can measure against program activities.

I would be remiss if I did not mention our partnership with our sister Services, the National Guard and Reserve components, the Joint Staff and with Dr Whitley and the SAPRO staff. This is a complex problem and it takes all of us working it to the best of our ability. There is not one day that goes by that we are not either talking or meeting to find new and better ways to work this problem.

As I mentioned in the beginning, it has been my privilege since 2004 to work as a member of the Air Force sexual assault response and prevention team. The Air Staff Program Manager, Mr. Carl Buchanan, and I are full partners with the Major Command SARCs and with the team members from the Air Force Surgeon General, the Office of the Inspector General (Office of Special Investigations), the Air Force Security Forces, the Office of the Judge Advocate General, the Office of the General Counsel, and the Air Force Chaplain. We have enjoyed the strong support of our senior leaders and commanders at all levels. Our Secretary and Chief of Staff have specifically charged AF leaders with the responsibility to set and uphold the highest standards that will not tolerate behavior that compromises the wellness of our Airmen and the subsequent accomplishment of our mission. We will all continue to serve our people with the passion they deserve.

Thank you for this opportunity to present our journey thus far. We appreciate your interest and dedication to this issue.

# STATEMENT

# OF

**DR. KAYE WHITLEY**
**DIRECTOR**
**OFFICE OF THE SECRETARY OF DEFENSE (OSD)**
**SEXUAL ASSAULT PREVENTION & RESPONSE**
**OFFICE (SAPRO)**

**BEFORE THE**

**HOUSE ARMED SERVICES SUBCOMMITTEE**
**ON MILITARY PERSONNEL**
**UNITED STATES HOUSE OF REPRESENTATIVES**

**HEARING ON SEXUAL ASSAULT IN THE**
**MILITARY: PREVENTION**

**MARCH 6, 2009**

## KAYE WHITLEY, Ed.D.
## Director, OSD Sexual Assault Prevention and Response

Dr. Kaye Horne Whitley is the Director of the Sexual Assault Prevention and Response Office (SAPRO). The office is the Department of Defense's single point of accountability for all sexual assault policy matters and reports to the Office of the Under Secretary of Defense for Personnel and Readiness. SAPRO develops policy to improve prevention efforts, enhance victim support, and ensure system accountability. The office collaborates closely with the Military Services to fully implement those policies and to ensure excellence in all military SAPR programs.

Dr. Whitley served in the Office of the Secretary of Defense (OSD) Prisoner of War/Missing Personnel Office for 12 years prior to assuming leadership of the SAPR Program. As Senior Director for Communication, she implemented an extensive outreach program for families, Congress, and the media. As the point of contact for family members whose loved ones are missing in action from our nation's wars, she was responsible for family and casualty policy matters and provided guidance to the four Service Casualty Offices regarding POW/MIA policy. Highlights of her tenure include briefing the families of detainees, including the three soldiers held captive in Kosovo, the EP-3 crew detained by the Chinese, and the prisoners of war in Iraq. She served as a consultant to the Department of State in briefing the families of the Columbia hostages and the contractors captured in Iraq. She participated in international projects, such as serving as the lead for a family and veteran delegation to North Korea and participating in negotiations with representatives from North Korea, Russia, Vietnam, Laos, and Cambodia. She authored, "What to Do If Your Loved One Is Missing or Captured: A Guide For Families," which was used by the Assistant Secretary of Defense for Legislative Affairs to brief Congress on what the Department of Defense does for families in the event of capture.

Prior to working for OSD, Dr. Whitley was selected in a national search for her position as Assistant Director with the American Counseling Association. She served as the point of contact for military families for the Association's National Post Traumatic Disorder Network. As the Director of Personnel, Programs, and Training, Fort Stewart Schools, Dr. Whitley developed and established a counseling program for the military children enrolled. She later was selected to be on the graduate faculty at the University of Texas at El Paso where she developed two Master of Education programs in counseling. During this time, she worked closely with the local school system to help the children whose parents were deployed to Operation Desert Storm. Additionally, Dr. Whitley provided clinical counseling for military wives at Fort Bliss, Texas.

Being an Army wife for 26 years was the impetus for focusing her career on the military. Some of the topics she researched and presented at National Conferences and other venues include: "Stress in Military Families," "Counseling Highly Mobile Families," "Group Counseling for the Military," "Desert Storm Deployment: The Role of the School Counselor," and "Career Development of Military Wives." She completed a year long clinical internship in mental health counseling at DeWitt Military Hospital, Fort Belvoir.

Dr. Whitley is a Summa Cum Laude graduate of the University of Georgia. She received her Doctorate in Counseling and Human Development from The George Washington University where she focused on Women's Studies and mental health counseling of military service members and their families. She was the recipient of one of the first scholarships awarded to a spouse from the Army Officer Wives of the Greater Washington Area and has the distinction of being a two time recipient of the Molly Pitcher Award for service to the Military Community. She holds numerous other awards, licenses, and certifications.

**Introduction**

Chairwoman Davis, Ranking Member Wilson, and members of the subcommittee, thank you for the opportunity to speak with you again. Today our focus is sexual assault prevention, something we can all agree is vitally important. I have worked closely with some of the members of the committee and their staff, and would like to thank you for your support of our program. The Department of Defense is the midst of a transformative mission: to prevent sexual assault in the military. No other major institution has undertaken such a comprehensive approach to sexual assault prevention. As you have heard, all of the Military Services are making great strides to institute effective prevention strategies. We are in the process of creating a new military in which sexual assault is dramatically reduced or eliminated; where the resources necessary to replace military personnel and prosecute sexual assault cases are spent on other vital needs; and the U.S. military is held up to the world as the standard for eliminating sexual assault.

The culture of the United States Armed Forces has never tolerated sexual assault. The attitudes, beliefs, and behaviors that contribute to this crime are sadly part of our society as a whole. Nevertheless, the Department is in a unique position to alter these factors as part of its enculturation process and as part of the professional development of its personnel. Just as the Department led the way with integration of the Armed Forces six decades ago, we are now at the cusp of a unique opportunity. It is our goal to develop a sexual assault prevention program that can be a benchmark for the nation.

Many civilian institutions address prevention at one or more levels, but to our knowledge, no institution of the size and scope of the U.S. Armed Forces is implementing a comprehensive, coordinated strategy to address sexual assault at all levels of what is know as the Spectrum of Prevention. The Spectrum of Prevention describes several populations and levels of influence from the social ecology of an organization that are appropriate targets for intervention. The Spectrum ranges from training for individuals at the lowest level to influencing legislation and policy at the highest levels.

The Department will, this year, implement a comprehensive and coordinated set of interventions at all levels of the Spectrum of Prevention within all branches of the military. This

will put the Military Services in the forefront of sexual assault prevention nationally, and would provide a model for other organizations to follow.

In 2004, with the establishment of the Joint Task Force on Sexual Assault Prevention and Response (JTF-SAPR), the DoD instituted a sexual assault response program unprecedented in size and breadth. Every military installation was assigned a Sexual Assault Response Coordinator (SARC) to serve as the single point of contact for an integrated response capability at the Installation level. Since that time, the DoD's Sexual Assault Prevention and Response Office (SAPRO), replacing JTF-SAPR in 2005, and the Sexual Assault Prevention and Response Program Managers in each military service have been making substantial strides to address the prevention of sexual assault. In the early stages of DoD's Sexual Assault and Prevention program, much of our training was focused on response to sexual assault. Throughout 2007 and 2008, the Department expanded its focus to address prevention and collaborated with the nation's experts to draft a prevention strategy. Our strategy envisions intervention at every level of military society – from the policy makers at the top, to the individuals in the lowest ranks. These interventions will be tied together through a powerful social marketing campaign. We are deploying the strategy throughout this fiscal year, and kicking off the campaign in April 2009. In so doing, we are emphasizing that the prevention of sexual assault begins with our leaders. Their commitment, involvement and leadership are the key to the success of our efforts.

## THE EFFECT OF SEXUAL ASSAULT IN THE ARMED FORCES

Experts and practitioners often describe the negative consequences of sexual assault as having a ripple effect, starting with the victim and expanding outward to include families, friends, work colleagues, neighbors, and increasingly larger parts of the population. The same can be said for the effects in the military. This crime diminishes the armed forces' ability to function proficiently at the levels of soldier, unit, and command. Its impact is both immediate and long-lasting for individuals in the military and for the institution as a whole. Sexual assault diminishes the DoD's capability in the following ways.

### A. Undermines Core Values

Although each military branch has its own list and description of "core values," there is considerable overlap, especially regarding "Honor" and "Integrity," values typically described by the Services as demonstrating outstanding ethical and moral behavior. Other aggregate values include "Commitment," "Service before Self," "Respect," and "Courage." Sexual assault undermines these qualities, diluting the validity and essence of all that the armed forces represent – not only in the minds of military personnel, but also the country.

**B. Degrades Mission Readiness / Combat Effectiveness**

As is readily understood throughout the armed forces, mission readiness defines a unit's ability to deploy quickly and efficiently, determining its competence to triumphantly intervene in combat situations. Sexual assault reverberates throughout a unit and beyond, degrading readiness by devastating the military's ability to work effectively as a team. Victims may not be able to fulfill their duties or may otherwise have their ability to perform the mission compromised. Unit leadership attention shifts from the normal duties involved in maintaining readiness to addressing a victim's needs and restoring the unit's cohesion and trust. Divisiveness may not only exist within a unit but also between units if an alleged perpetrator is in one and the victim in another.

**C. Subverts Strategic Goodwill**

U.S. military bases are strategically situated in countries across the world, and military personnel represent the goodwill of the Department of Defense to the foreign national population. The strained relations resulting from recent sexual assault accusations in Japan as well as in other countries exemplify the negative global impact of a single military serviceman's alleged criminal actions. Such episodes fuel country-wide resentment of U.S. military presence, and thereby reduce the Department of Defense's effectiveness within that nation.

**D. Raises Financial Costs**

Sexual assault takes a financial toll. Post, et al. (2002)[1] estimated that the tangible and intangible costs of women 18-69 years of age sexually assaulted in Michigan during 1996 totaled $6.5 billion dollars. The financial costs and loss of critical skills due to sexual violence in the Services cannot be completely determined. However, if we assume that in each reported incident of sexual assault to the Department since 2004, at least one person was separated from a unit and required a replacement, then the overall cost of personnel replacement due to sexual assault could be well over $98.5 million. We can also estimate the legal expenses connected to sexual violence in the military. The estimated expenses for a sexual assault case that has an Article 32 hearing, a three-day trial with members, and at least one expert consultant is approximately $40,000. In FY 2007, there were 181 courts-martial; therefore the legal costs alone were likely well over $7 million for that year.

[1] Post, L.A., Mezey, N.J., Maxwill, C., & Wibert, W.N. (2002). The rape tax: Tangible and intangible costs of sexual violence. Journal of Interpersonal Violence, 17(7), 773-782.

**E. Takes a Human Toll.**

As I have described, there are many costs associated with sexual assault. But perhaps the greatest costs can't be measured – they can only be seen and experienced when talking to a victim. Sexual assault disrupts lives and destroys the human spirit. While many victims will recover, others will never be the same soldiers, marines, sailors, or airmen. Their lives are forever altered. Co-workers, families, and friends of victims all feel loss as well – the loss of a part of someone for whom they cared. This human toll – this greatest of all costs -- is what drives us forward to prevent the crime before it occurs.

## CHALLENGES OF PREVENTING SEXUAL ASSAULT IN THE MILITARY

The greatest challenge to preventing sexual assault in the armed forces is the complexity of cultural change – an undertaking chiefly connected to primary prevention, as indicated in the section above. In October 2004 the Department instituted DoD Directive 6495.01, a policy which itself stresses culture: "It is DoD policy to eliminate sexual assault within the Department of Defense by providing a culture of prevention…." Since then the Department has undertaken the task of instituting a massive cultural shift. Cultural shifts do not occur quickly and require a long term commitment to achieve. To ensure that our culture expands to incorporate bystander intervention as an acceptable and desired practice, the Department will have to overcome a number of challenges. These challenges include adapting the bystander ethos into the varied and distinct cultures of the four Military Services; overcoming gender stereotypes that perpetuate sexual assault myths; creating models of healthy masculinity and femininity that encourage and support bystander intervention; developing skills that allow for conflict de-escalation and safe intervention skills; and ensuring that programs address prevention of sexual assault on both genders of victims.

### DoD Prevention Efforts to Date

Within the past three years, the DoD has created a framework for an integrated sexual assault response capability worldwide. The Department is in the early stages of doing the same with prevention. Thus far, system-wide prevention requirements have largely consisted of trainings about policy, the services available to victims, the consequences of sexual assault for an offender, and the incompatibility of sexual assault with military core values. However, since 2007, the Department and the Services have begun to undertake concerted steps in a more comprehensive approach to prevention, especially primary prevention, to address the cultural roots of the problem. We are:

- Providing ongoing subject-matter expertise to the military branches
- Organizing a Prevention Summit
- Using video public service announcements to spotlight bystander intervention messaging during April, Sexual Assault Awareness Month, and other times throughout the year.

- Consulting with experts to develop prevention education materials for communities that serve military personnel and families
- Offering subject-matter expertise to attendees at national conferences, and serving as a voice in the media for prevention efforts in the military
- Enlisting experts to help develop a system-wide social marketing campaign focused on primary prevention of sexual assault
- Encouraging the Services to consult with outside experts
- Helping the Services to seek best and promising practices, as well as effective evaluation tools
- Supporting the Services to augment sexual assault awareness training programs with effective prevention interventions

**Prevention Activities Going Forward**

In partnership with the National Sexual Violence Resource Center (NSVRC), the Department held, in the Summer of 2007, a three day Prevention Summit. Experts on sexual assault from civilian and military organizations were invited to attend and discuss the many challenges associated with this crime.

While many excellent ideas were discussed, the Department took away three primary things from the Summit:

1. Prevention needs a framework for implementation that is built on a community approach. Simply teaching military members how to prevent crime would not accomplish our goals. Dr. Larry Cohen and the NSVRC recommended approaching prevention using the Spectrum of Prevention.[2] As I previously stated, the Spectrum is a framework that organizes intervention efforts at multiple levels of society. We believe this framework is exceptionally suited for the Department, as we have substantial influence over every level of military society.

2. A social marketing campaign would help tie together all aspects of the Department's overall prevention efforts. Social marketing uses advertising concepts to influence people to make choices that benefit a society. The "My Strength" campaign created by Men Can Stop Rape was offered as an example of a well produced campaign. Members of the California Coalition Against Sexual Assault demonstrated the utility of the My Strength campaign as they had implemented across their state in 2006.

3. Prevention efforts should focus on Bystander Intervention techniques. Current research in sexual assault prevention is limited, and there is not sufficient evidence to demonstrate that other approaches are effective.[3] Awareness training about sexual assault and the toll it takes on

[2] Davis, Parks & Cohen. (2004) *Sexual Violence and the Spectrum of Prevention: Towards a Community Solution.* National Sexual Violence Resource Center.
[3] Lonsay, K. (January 2009) Rape Prevention and Risk Reduction: Review of the Research Literature Practitioners

victims has failed to curb undesired behaviors in civilian studies. Likewise, risk reduction, or teaching people how to take steps to increase their safety, fails to stop sexual assault. Most sexual assaults in civilian and military populations occur between people who have an existing work or social relationship. Certain risk reduction strategies may help in stranger sexual assaults, but does little to help when the perpetrator is not a stranger. Bystander intervention -- or teaching people how to recognize situations that may lead to a sexual assault and then safely take steps to stop it – appears to have the greatest potential for success. In the studies where such curriculum has been taught, bystander intervention has been shown to change the knowledge, skills and intentions. We believe that given quality training, our military members will find bystander intervention completely consistent with military core values.

During FY08, the Department of Defense continued its collaboration with the nation's civilian and military experts on the prevention of sexual assault to draft a prevention strategy. Our steering committee included the following civilian experts:

- Steve Glaude, Chief Executive Officer, Men Can Stop Rape
- Pat McGann, Communications Director, Men Can Stop Rape
- Dr. Paul Schewe, University of Illinois, Chicago
- Dr. Antonia Abbey, Wayne State University
- Gail Stern, Catharsis Productions and Consulting

The Department of Defense Prevention Strategy is exactly that – a broad approach with guidelines and recommendations for action. Given the differing cultures of the Military Services, we created the document as both a resource and a guide for their prevention efforts. As you have heard, each Service has taken different approaches that we trust will all have the same outcome: prevention of the crime of sexual assault.

The Department's strategy embraces a Spectrum of Prevention that focuses on intervention at multiple levels of the social ecology. Sexual assault is a social and public health problem that impacts and is impacted by cultural, organizational, community, peer, family, and individual factors. Six recent comprehensive reviews of factors associated with interpersonal violence and its prevention strongly recommend intervening at multiple levels of the social ecology (i.e., at the level of the individual, family, peer group, community, organization, and society). Reducing or eliminating sexual assault will require a comprehensive and coordinated set of interventions at all levels of the social ecology.

The Spectrum of Prevention describes several populations and levels of influence from the social ecology of an organization that are appropriate targets for intervention. The Spectrum ranges from training for individuals at the lowest level to influencing legislation and policy at the

highest levels within an organization. By addressing sexual assault at each of the six levels of the Spectrum, the Department of Defense would be in the forefront of prevention nationally and would provide a model for other organizations to follow.

**SPECTRUM OF PREVENTION:**

**LEVEL ONE: ENACTING POLICY**

Success in an effort of this magnitude and scope requires a long term leadership commitment to ensure that a coordinated, comprehensive strategy is fully implemented, sustained, and evaluated. Our leaders have clearly committed themselves to the goal of eliminating sexual assault in the Armed Forces. As a part of the larger strategy for preventing sexual assault in the military, the Department has created and will continue to refine policies that:

- *Lay the foundation for the creation of a National Benchmark Program* by implementing prevention activities at all levels of the Spectrum of Prevention.
- *Contribute to a culture shift* that is less compatible with sexual violence and more compatible with core military values of respect, honor, and integrity.
- *Infuse evaluation practices into prevention activities.*
- *Create clear policies for sexual assault victims and offenders.*
- *Ensure institutionalized sexual assault prevention, responses, and evaluation activities.*

**LEVEL TWO: CHANGING ORGANIZATIONAL PRACTICES**

This benchmark program cannot solely be delegated to SARCs if it is to be successful. It is essential that all commanders and NCOs are actively involved in sending the message that sexual assault prevention is an important component of mission readiness and that every troop can and should play a positive role in prevention.

According to Rachel Davis, Lisa Fujie Parks, and Larry Cohen (2006)[4], this Spectrum level is "usually the least understood and most frequently ignored." They go onto suggest, though, that when an organization pays attention to its own regulations and practices, it can have a broad effect on its own community norms and those in other communities. It is therefore

[4] Davis, R., Fujie Parks, L., & Cohen, L. (2006). Sexual Violence and the Spectrum of Prevention: Towards a Community Solution. National Sexual Violence Resource Center.

especially important for the Department to institute and sustain a number of agency practices that support policy and advance the prevention of sexual assault, especially as it relates to bystander efforts.

**Organizational Practices: Goals**

The goal of changing organizational practices is to affect culture change within an organization. As previously mentioned, it has never been the culture of the Department to condone sexual assault. However, military culture must expand to encompass the acceptability of prevention and that it is part of one's moral duty. There are primarily three goals connected to Department practices that will have significant impact on the success of a National Benchmark Program:

- *Modify informal organizational practices to improve military culture.* Informal practices might unintentionally contribute to attitudes that perpetuate sexual harassment and violence. The culture shift that is necessary to reduce sexual assault will require changes to formal and informal organizational practices.
- *Improve SARC standing in command structures through appropriate personnel practices.* SARCs need enough status to be credible with both their peers and commanding officers.
- *Establish the importance of prevention at the command level through accountability.* As was acknowledged in the Policy and Legislation section, the Department is a very top-down institution. Commanders and other leaders must recognize the benefit of sexual assault prevention and assume responsibility for supporting sexual assault prevention and response efforts.

**LEVEL THREE: FOSTERING COALITIONS AND NETWORKS**

According to Davis, Parks, and Cohen (2006)[5], "coalitions and networks bring together the necessary participants to ensure an initiative's success. They increase the 'critical mass' behind a community effort, help groups to trust one another, and reduce the likelihood of resource squandering through unnecessary competition among groups." We would add that networks and coalitions also make sure that important voices enter the decision-making process. We choose to include committees within this Spectrum level since they bring together a network of key people to collaborate on ensuring overall program success or success within a particular program

[5] Davis, R., Fujie Parks, L., & Cohen, L. (2006). Sexual Violence and the Spectrum of Prevention: Towards a Community Solution. National Sexual Violence Resource Center.

component. The DoD has built an extensive network of SARCs to provide services for victims and to train personnel how to prevent sexual assault. In addition, the Department has formed the Sexual Assault Advisory Council and several subcommittees – the Policy/Accountability Subcommittee, the Training Subcommittee, the Research Subcommittee, and the Outreach Subcommittee. The goals and recommendations below describe the Department's way ahead at this level.

**Coalitions and Networks: Goals**

Increased collaboration among the Service Branches and between military and civilian service providers will be an important ingredient in a National Benchmark Program. We will therefore focus on "intra" networking and collaboration – occurring within the military – and "inter" networking and collaboration – occurring between the military and the private sector. Improved collaboration will help to:

- *Provide networking support and resources for instituting more coherent and consistent prevention training across the armed forces.* More than 300 SARCs are spread across the world, either on military bases or in combat theaters. SARCs and Victim Advocates are often many miles away from others who do the same jobs. In such circumstances, not only can it be difficult to know exactly what other SARCs and Victim Advocates might be doing within their Service Branch, it is even more difficult to learn what those in other Branches might be doing. If we are to implement a coherent National Benchmark Program, SARCs and Victim Advocates need avenues of communication and support that link them with larger goals and purposes, as well as the broader network.
- *Broaden responsibility and support for preventing sexual assault in the military.* As is generally recognized, sexual assault prevention cannot solely be the responsibility of SARCs and Victim Advocates on a military base or in a combat theater. It is crucial that larger local networks of military personnel at each base or in theater are formed. Also, the Department has and will continue to increase its support for addressing prevention by collaborating with the civilian sector.

**LEVEL FOUR: EDUCATING PROVIDERS**

When people think of what a National Benchmark Program might consist of, education might be the first component they identify. It is the most obvious and widely recognized way of spreading the skills and knowledge necessary to prevent sexual violence. A wide range of military professionals must be informed about the role they can play in prevention. These DoD providers include, but are not limited to, SARCs, Victim Advocates, commanders, healthcare providers, legal system personnel, chaplains, and family services providers.

**Providers: Goals**

There is much more to educating people about primary prevention of sexual assault than making clear the laws, policies, and legal consequences. Primary prevention is in large part about persuasion – persuading groups of people, especially men, that they should care about the issue, that there is a positive role for them to play in keeping sexual violence from happening, and that they should learn skills that will help them play that role.

The goals for educating providers to participate in DoD prevention activities include:

- *Improve training quality through unified criteria, content, and application.* A National Benchmark Program is defined in part by its consistent quality across levels and groups. Although there will likely be differences in how each branch tailors prevention programming for its own use, there should be shared understanding, knowledge, and application across the armed forces defining the focus and content of the overall prevention efforts.
- *Increase Knowledge.* We intend to presenting providers, especially SARCs, with a consistent knowledge-base about content areas related to the Department's prevention strategy in terms of the theory, framework, and messaging, as well as more specific and concrete content areas.
- *Improve Skills.* The Department must teaching providers the skills to overcome men's resistance to participation in preventing sexual assault, to overcome women's resistance to supporting fellow female service members, as well as skills to effectively communicate with diverse groups of people and individuals.
- *Provide Opportunities for Practice.* The Department must help providers develop

practical applications of the theories, frameworks, and messaging that inform the National Benchmark Program.

- *Provide Long Term Programmatic Commitment.* The Department must institutionalize and plan for sexual assault prevention for the long term. Providers must see prevention as something for which they must prepare and develop skills so that they are in congruence with the expectations of the Department.

## LEVEL FIVE: PROMOTING COMMUNITY EDUCATION

There is great value in implementing a social marketing campaign that supports overall efforts to prevent sexual assault. It is also important to develop prevention messaging that is used throughout the Spectrum levels. The Military Service can infuse appropriate Service specific cultural identifiers into the media materials and messaging.

Day to day life in the Armed Forces is a "noisy" environment, rife with messages about policy, readiness, regulations, and expectations. How is community education about preventing sexual assault effectively promoted in such a "busy" space? Launching a well-conceived and well-run social marketing campaign can be a useful means of breaking through the "noise." Its success in helping to increase community responsibility will in part depend on its connection to all other levels of the Spectrum. Ethel Klein (2000)[6], in a study of communications campaigns conducted by domestic violence and sexual assault organizations, argues that the "biggest gaping hole in this review…is the lack of connection between the state-based coalition's communications effort and their programming and policy work." Applying social marketing principles across all levels of the Spectrum of Prevention can lead to more unified messaging, resulting in a more coherent environment – a key component of a National Benchmark Prevention Program.

### Community Education: Goals

While over the years there has been debate about the meaning of social marketing, Alan Andreasen has developed a popular definition: "Social marketing is the application of

[6] Klein, E. (2000). Communicating for change: A review of communications campaigns conducted by domestic violence and sexual assault groups, 1994-2000. Prepared for Jane Doe Inc. Retrieved on August 28 2008 from http://www.janedoe.org/images/communicating_for_change.pdf.

commercial marketing technologies to the analysis, planning, execution, and evaluation of programs designed to influence the voluntary behavior of target audiences in order to improve their personal welfare and that of the society of which they are a part" (2006, 91)[7]. Using social marketing to encourage voluntary behavioral change can be a means of supporting bystander interventions. A social marketing campaign can assist in achieving the following goals connected to bystander behavior:

- *Shifting Central Responsibility for Prevention of Sexual Violence from SARCs to the Larger Military Community.* According to Klein (2000)[8], "Research shows that attending to the social institutions that surround the individual – family, friends, coworkers, or other relevant social group[s] – increases a campaign's ability to change attitudes and influence behaviors."
- *Engaging Bystanders through Means other than Information-Sharing.* Klein (2000)[9] observes that social marketing in part appeals to the emotions. One emotional strategy commercial marketing employs to sell merchandise is to associate a desirable consumer identity with a product. The same idea can work in connection with social marketing. An identity desirable to bystanders, for example, can be associated with behavior change. This approach also helps to incorporate bystander intervention behaviors into military culture – by developing a positive identity based on policy and core values.
- *Reaching Specific Audiences.* Another commercial marketing strategy is to segment audiences: tailoring messaging to a particular group of people. Segmenting would be particularly useful in the DoD, a large institution comprised of many branches and hierarchies. This strategy works hand-in-hand with the goal of identity- and action-based messaging; while core messages can remain consistent across the service branches, language related to the identities of each branch can be included in segmented social marketing efforts.
- *Saturating an Environment with Consistent and Sustained Messaging across Spectrum*

[7] Andreasen, A. R. (2006). Social Marketing in the 21st Century.
[8] Klein, E. (2000). Communicating for change: A review of communications campaigns conducted by domestic violence and sexual assault groups, 1994-2000. Prepared for Jane Doe Inc. Retrieved on August 28 2008 from http://www.janedoe.org/images/communicating_for_change.pdf.
[9] Klein, E. (2000). Communicating for change: A review of communications campaigns conducted by domestic violence and sexual assault groups, 1994-2000. Prepared for Jane Doe Inc. Retrieved on August 28 2008 from http://www.janedoe.org/images/communicating_for_change.pdf.

*Levels.* Theories of social and behavioral change emphasize the need for intense interventions that saturate the community with prevention messages, lead to the creation of new community norms, and consequently result in individual behavior change. Coherent messages sustained across the levels of the Spectrum are a key component of a National Benchmark Prevention Program.

## LEVEL SIX: STRENGTHENING INDIVIDUAL KNOWLEDGE AND SKILLS

Individuals' knowledge and skills can be strengthened through implementation of the bystander approach: empowering people to intervene in situations leading up to a sexual assault or during an incident, as well as to speak out against social norms that support sexual violence. Each of the other levels of the Spectrum of Prevention should support the goals of this level.

Widespread state-of-the-art bystander educational efforts that enlist all Service men and women as allies and are supported by all the other levels of the Spectrum will be of central importance to broad culture change. The bystander effect can be understood as someone being less likely to intervene in an emergency situation when other people are present. Bystander intervention education is designed to empower people to act in such situations. In the DoD, this education must stem from a positive approach that builds upon core military values of honor, respect, courage, integrity, and a 'protect your fellow soldier, wingman, etc.' attitude. Men and women must be taught the skills to effectively intervene safely in situations of sexual misconduct and other circumstances contributing to a climate where sexual assault is more likely to occur. A bystander program affords all members of the DoD the opportunity to play a role in preventing their brothers and sisters in the military from becoming victims or perpetrators of sexual assault.

### Knowledge and Skills: Goals

The bystander phenomenon has been studied for years; one of the early groundbreaking studies was conducted by Darley and Latané (1968)[10]. Within the past ten years, a significant number of articles and studies have appeared in relation to the bystander approach and sexual assault (Banyard, Moynihan & Plante[11], 2007, Berkowitz, 2002[12], Cummings, & Armenta,

[10] Darley, J.M., & Latané, B. (1968). Bystander Intervention in Emergencies: Diffusion of Responsibility. Journal of Personality and Social Psychology, 8(4), 377-383.
[11] Banyard, V.L., Moynihan, M.M., & Plante, E.G. (2007). Sexual violence prevention through bystander education: An experimental evaluation. Journal of Community Psychology. 35(4), 463-481.

2002[13], Kilmartin, 2005[14]). While the large body of scholarship has generated information about numerous complicated contributing factors explaining whether and why a bystander will intervene in a situation, there are more general factors that can define the goals of bystander education in the DoD:

- *Develop the Motivation to Act:* All members of the armed forces, regardless of their rank or title, should possess a basic awareness of why the prevention of sexual assault in the military is a positive act, especially as it connects with military values, mission readiness, goodwill, and strong, healthy interpersonal relationships.
- *Apply the Skills to Act.* Individuals should come away from sexual assault education with the knowledge, attitudes, beliefs, and skills necessary to protect themselves and their fellow service men and women from ever perpetrating sexual assault or from being victimized.

## EVALUATION OF A NATIONAL BENCHMARK PROGRAM TO PREVENT SEXUAL ASSAULT

Clearly, accountability should be attached to any use of public resources. Because sexual assault and sexual assault prevention activities occur in a constantly changing social environment, prevention activities must be continually evaluated and improved. Policies mandating evaluation that employs the best scientific methods available must be drafted. In order to determine the overall effectiveness of prevention policy directives as they are transformed into programming, the Department and the Services will need to develop procedures for conducting formative, process, outcome, and impact evaluation activities alongside prevention activities at each level of the Spectrum of Prevention.

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Implementing a National Benchmark Program, a comprehensive, coordinated strategy to prevent sexual assault at all levels of the Spectrum of Prevention should result in a shift in military culture that will ultimately lead to a reduction in sexual assault. The primary means for determining the incidence of sexual assault in the military is the *DoD Gender Relations Survey*, conducted every four years by the Defense Manpower Data Center. We will continue our collaboration with DMDC to update and refine its anonymous, cross-branch surveys. Over time, this survey of behavior will provide a valuable tool for assessing the impact of the DoD's prevention activities. This cultural shift initiated by the Department will likely result in a greater proportion of victims being willing to formally report sexual assault and an *increase* in reports of sexual assault. However, within 5 to 10 years of implementing the coordinated, comprehensive set of prevention strategies, the number of military personnel perpetrating sexual assault should be significantly reduced.

**CLOSING**

Effecting this kind of shift in attitudes, beliefs, and behaviors across the several generations represented by our military population is no small undertaking. It will take a great deal of time and substantial resources dedicated specifically for this purpose. Even so, the Department stands committed to this goal.

Thank you for your time and for the opportunity to testify today. I welcome further discussion and I am happy to entertain your questions at this time.

*College of Education*

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This testimony reflects the individual scholarly opinion of John D. Foubert, Ph.D. based on his area of research specialty: sexual assault prevention. It does not necessarily represent the opinions of Oklahoma State University.

March 6, 2009

Thank you Representative Davis, Representative Wilson and members of the House Armed Services Subcommittee on Military Personnel. My name is John Foubert. I am an Associate Professor of College Student Development at Oklahoma State University, here to speak as an expert witness on the issue of sexual assault prevention. I am an academic researcher and program developer on the issue of sexual violence. In 1998 I founded the national organization One in Four, a 501©3 public nonprofit dedicated to ending rape on college campuses and in the military by using whatever methods have been shown most effective by research.

There are many ways to approach the issue of sexual assault in the military. We can ignore it and pretend that it rarely happens. Alternatively, we can focus on doing all that we can to help survivors recover from the trauma they have experienced. This is a more enlightened perspective, but by itself it does nothing to address the root of the problem. We can focus on prosecuting the heck out of all offenders, and lock them up forever. Although I admire the sentiment behind this approach, it is woefully inadequate. Survivors of rape rarely report what they have experienced for a wide variety of reasons – both within and outside the military – and research shows that the harshest of prosecutions does nothing to convince potential perpetrators to alter their behavior.

To get something done, you have to go to the root of the problem and fight the battle of prevention. To do it best you must follow where the research leads you. The United States Armed Forces can provide all of the services to survivors imaginable; and they should. You can lock up all the rapists forever; and that would be just. But we will not begin to put a dent in the problem of rape in the military until there is a decision made to use the best data driven methods available to prevent rape and other forms of sexual assault from happening in the first place. Until that time, we are simply in an endless cycle of consolation and punishment with no end in sight. And honestly, most of the people who need consoling are not getting served because they fear the stigma of being a survivor and the overwhelming majority of those who should be punished aren't even being confronted because like elsewhere in our society, the last thing most survivors want to do is go through a daunting process.

When you look at the data on sexual assault, a chilling statistic repeats itself over and over again: one in four. One in four college women have experienced rape or attempted rape at some point in their lifetime. This statistic was the initial impetus for the founding of the nonprofit organization that bears the same name, One in Four. However there is another "One in Four" statistic that I want you all to hear very clearly. If there is nothing else you get from me today, please hear this. A study released in 2005 of female U.S. military veterans – both officers and enlisted – found that *over* one in four experienced rape or attempted rape **during** their military service. Please also hear this. 96% of the perpetrators were military personnel. So when you meet women in the military today, please remember that the consequence of us doing nothing at this point – the status quo – is that one in four will be raped by someone else in our own military. I think that is unacceptable. What do you think?

I hope you think these statistics are alarming. And I hope you don't take my word for it on their validity. I brought a copy of the study I just referenced with me and I left it with your staff. I hope you will read it for yourself.

These numbers are why you need to focus on prevention programming. Not all approaches to prevention are created equally. There are a lot of good ideas out there that do little if anything to prevent a single rape. The encouraging news is that there is now data to separate the merely good ideas from the approaches that are proven to make a difference. For the last 16 years, a team of researchers has worked to design a rape prevention program called The Men's Program. According to the research, The Men's Program is the only program in history where men who see it subsequently commit less sexual assault than men who don't. It is the only program ever to document behavior change in sexual assault committed by young adult men.

In controlled studies those who see The Men's Program commit only about half as much sexual assault as those who don't see the program. Those who see the program, if they do commit an act of sexual assault, commit an act that is much, much less severe than those who don't see the program. These are the kinds of research results that make professors like me do a victory dance when we see our data charts come off the computer printer.

During the last three years I have worked with two colleagues, Dr. Christopher Kilmartin and Gail Stern, to integrate this program into a 20 session comprehensive training curriculum at the U.S. Naval Academy. One in Four has also had the opportunity to present The Men's Program to senior leadership of the U.S. Army's Training and Doctrine Command under the leadership of Lieutenant General Valcourt and Command Sergeant Major Bruner. These senior leaders were very excited about the possibility of incorporating it into Army-wide Sexual Assault Prevention Training. I am also currently in discussions with Rosalind Dennis about the possibility of taking the program to Army bases in Europe. This attention from the U.S. Army came right after the Secretary of the Army Pete Geren gave a speech making it a priority to eradicate rape from the U.S. Army.

The field of rape prevention has experienced major breakthroughs recently. I can't sit before you today and say that we can eliminate rape in the military. However, I can say with confidence that with the right research-based and proven methods and targeted resources, our military can decimate the rate of rape in its midst. It just takes a sustained commitment to prevention programming, the resources, and will to get it done. The data on rape in the military speaks for itself. The data on our ability to prevent it does so as well. I look forward to your questions to provide any information possible on how we can all work together to create a steep decline in rape in the Armed Services, and to see that happen with all due speed. After all, our women and men in uniform deserve nothing less. Thank you.

**Research on Sexual Assault**

**Prevalence in the Military and Prevention Programming**

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Prevalence of Rape in the U.S. Military

1. A national study found that **28% of U.S. women veterans were raped during their military service. 96% of the perpetrators were members of the military** (Sadler, Booth & Doebbeling, 2005). Several other studies have replicated this finding. See Suris & Lind (2008) for a complete review.

2. 28% of active duty women in the Air Force have survived rape at some point in their lives. This is about twice the national average (Bostock & Daley, 2007).

3. 38% of active duty women in the Air Force have experienced sexual harassment from their supervisors; in fact, women in the Air Force are more than twice as likely to experience sexual harassment in the workplace as women in the civilian workforce (Bostock & Daley, 2007).

4. 39% of women who enlist in the Navy have experienced rape or attempted rape prior to their service. This is well over twice as high as the national victimization rate (Stander, Merrill, Thomsen, Crouch & Milner, 2008).

5. 13% of men enlisting in the Navy report perpetrating rape or attempted rape prior to their service; a rate twice as high as the 6-9% national average (Abbey & McAuslan, 2004; Lisak & Miller; 2002; Stander, Merrill, Thomsen, Crouch & Milner, 2008).

Rape Prevention Programming

6. Single sex environments are superior to mixed sex environments when presenting rape prevention and risk reduction material (Brecklin & Forde, 2001).

7. Increasing men's aversion to rape decreases the likelihood they will rape (Schewe & O'Donohue, 1993).

8. Over a dozen studies have been done on how men are affected by hearing a rape story. All those which described a male-on-male rape experience, led to decreased rape myth acceptance, decreased likelihood of raping, or decreased incidents of rape (Foubert, Newberry & Tatum, 2007; Foubert & Cremedy, 2007; Foubert & Perry, 2007; Foubert & Newberry, 2006; Foubert, 2000; Gilbert, Heesacker and Gannon, 1991; Lee, 1987; and Schewe and O'Donohue, 1993). Both that described a male-on-female rape experience, actually led to increased rape myth acceptance and/or likelihood of raping (Berg, Lonsway, & Fitzgerald, 1999; Ellis, O'Sullivan and Sowards, 1992). Thus, programs describing a male on male rape are much more effective than those describing a male on female rape.

9. Most rape prevention programs are unsuccessful; they have not been shown to decrease rape-supportive attitudes for men. Even successful programs have not shown that effects are long lasting (Söchting, Fairbrother, & Koch, 2004).

10. Programs that focus on getting men to focus on respecting women's "no," not having sex with women who are intoxicated, not expecting sex (i.e. as a payment for dinner), not interpreting women's behaviors as an invitation to sex, challenging gender stereotypes and belief of rape myths, and not blaming the victim are rejected by men. This rejection is due to the fact that men do not see themselves in the same group as rapists and therefore do not interpret the information as applicable to them and do not identify

educational efforts of challenging rape myths and rape-supportive attitudes as relevant to them. Teaching men to support survivors and act as allies is viewed by men positively (Scheel, Johnson, Schneider, & Smith (2001).

12. Men who report enjoying sexist humor are significantly more likely to endorse rape myths, have adversarial sexual beliefs, accept interpersonal violence, and report a greater likelihood of forcing sex. Such men also report higher rates of psychological, physical, and sexual aggression (Ryan & Kanjorski, 1998).

13. After a successful rape prevention program on a college campus, research has shown that cases of sexual assault reported to university police increase (Lonsway & Kothari, 2000).

14. Of men who rape, about two out of three report doing so more than once – averaging about six rapes each (Lisak & Miller, 2002).

15. A comprehensive review of sexual assault education programs found that longer interventions tend to elicit greater positive effects on rape attitudes than shorter interventions (Anderson & Whitson, 2005).

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|---|---|
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| **"The Women's Program: Helping Friends Avoid Rape and Empowering Them to Recover"**<br><br>45 Minutes + Q&A | Because few women perceive themselves to be potential victims of rape, this program focuses on how women can be effective bystanders with their friends in high risk situations, particularly those involving alcohol. In addition, the program focuses on how to help a friend recover from sexual assault without blaming the victim. As part of the program the National Judicial Education Program's video "The Undetected Rapist" is viewed and processed. Characteristics of high-risk males are discussed in an effort to help women better detect "red flags" in a fashion that does not place blame on the survivor. Great care is taken to make sure that 1) responsibility is placed on the rapist and 2) that audience members know that even recognizing characteristics of high-risk perpetrators does not guarantee that rape can always be prevented. |
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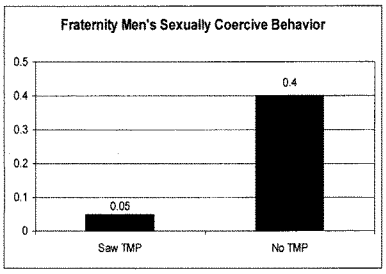
# OUR RESULTS: BEHAVIOR CHANGE

A study published in the National Association of Student Personnel Administrators Journal (Foubert, Newberry & Tatum, 2007) found that high-risk men who saw The Men's Program (Foubert, 2005) committed fewer sexually coercive acts during their first year of college than a control group who did not see The Men's Program (TMP). This was statistically significant beyond the 95% level of confidence.

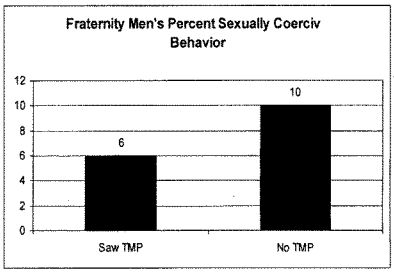
The chart on the **left** shows the **severity change in sexual assault** committed by those who saw the program, represented in the left bar, and the severity of sexual assault committed by those who did not see the program, represented in the right bar. As you can see, those who did not see the program had a mean severity rating 8 times higher than those seeing the program.

The chart on the **right** shows the **frequency change in sexual assault**, showing that 6% of men seeing the program committed some act of sexual assault after seeing the program. This compares to 10% of men who committed some act of sexual assault who did not see the program who committed sexual assault.

**Severity of Sexual Assault**




**Frequency of Sexual Assault**




Together these results state that if men see The Men's Program, if they commit any kind of sexual assault, the severity is very low (i.e. unwanted sexual contact). If they do not see The Men's Program, more men commit sexual assault and they commit a wider range of bad behaviors (unwanted sexual contact, attempted rape, sexual coercion, rape).

**In a study of college men who saw The Men's Program, 2 years after they participated 79% of participants reported that either their attitudes or behavior had changed toward sexual assault based on the program. Comments included:**

> "There was one time when a friend was going to engage in sexual activity with a girl who was really drunk. Me and a couple of other guys intervened because the girl seemed out of it (also, she was another friend's sister). They ended up not having sex."
>
> "Mostly as a result of the One in Four program I am very cautious about initiating any kind of sexual activity while under the influence of alcohol."
>
> "Yes. Drunk girl asked me to take her home, then tried to hookup with me and I said no."

**The Men's Program has also been shown by published research to:**

- Lower men's negative attitudes toward rape, thus improving their attitudes, for 7 months (Foubert, 2000).
- Lower men's likelihood of raping for 7 months (Foubert, 2000).
- Help men to understand what rape feels like, and increase their empathy and sensitivity toward rape five months after seeing the program (Foubert & Perry, 2007).
- Be equally effective for men of color and Caucasian men (Foubert & Cremedy, 2007).
- Lead to a decline in telling jokes about rape (Foubert & Perry, 2007).
- Make men less likely to believe that rape survivors ask to be raped, that survivors lie about their rape experience, and make men more likely to understand what rape is and is not (Foubert & Newberry, 2006).

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Testimony of David S. Lee
Director of Prevention Services
California Coalition Against Sexual Assault
Before the
House of Representatives
House Armed Services Subcommittee on Military Personnel
on
Sexual Assault in the Military: Prevention
March 6, 2009

Chairwoman Davis, Ranking Member Wilson and other members of the Subcommittee on Military Personnel,

Thank you for the privilege of providing testimony to this subcommittee about efforts to prevent sexual violence in the armed services. The mission to end sexual violence requires comprehensive efforts including providing appropriate support to those who have been victimized during the course of their military service, holding offenders accountable for their action and a system-wide commitment for policies and practices that will prevent such a crime to take place.

My name is David Lee and I have been active in the prevention of sexual violence and other forms of violence against women for the last 26 years. It is my honor to serve as the Director of Prevention Services of the California Coalition Against Sexual Assault (CALCASA), one of the largest and oldest associations of sexual assault crisis programs in the nation.

Over 35 years ago, the first sexual assault crisis programs began providing services, advocacy and support for victims of sexual violence in California. While we have always identified addressing the needs of those who have been sexual assaulted as necessary, these centers recognized that the problem of sexual assault is not only one of individual incidents of sexual violence, but of a culture that creates conditions in which sexual assault flourishes.

Thus, rape crisis enters in California compliment these essential services with community based efforts to prevent sexual violence from taking place. Last year, 84 rape crisis programs provided prevention and educational programming for over 350,000 participants in every jurisdiction of our state. California is also the home to 27 active military installations, each of which benefit from some level of collaboration with their local sexual assault crisis program.

Based on our experience in California, CALCASA was selected by the Centers for Disease Control and Prevention to develop our project Prevention Connection, the nation's leading online resource on sexual violence prevention efforts through web conferences, eLearning, and other Web 2.0 technologies to advance the application of sexual violence prevention. Under my direction,

Prevention Connection examines the breadth of strategies, approaches and programs working to prevent sexual violence and other forms of violence against women.

Throughout my career I have been engaged in a wide variety of prevention efforts developing the best practices and evidence-based strategies including social marketing, community mobilization, youth leadership development, and community education. In California, we have conducted what was at its time, the largest social marketing campaign to prevent sexual violence, the MyStrength Campaign, which adapted Men Can Stop Rape's programs to engage young men to stand up and speak out against sexual assault.

Based on this experience in California and throughout the United States, I offer several key principles for the United States' military to develop and implement its own efforts to prevent sexual violence.

Based on the hearings you have conducted on the issue, you are very familiar with the epidemic of sexual violence in the military. Sexual violence in the military is not unlike sexual violence in other segments of our society – it reflects not only individuals' experiences but, importantly, reflects a culture that condones sexual violence and minimizes the responsibility of all members of our society to take any action to prevent it. In this way, these cultural factors are not unique to the military, though the military has unique opportunities to address them.

Through the experiences and knowledge gained from professionals in the rape crisis centers, public health practitioners and researchers, comprehensive prevention efforts to prevent sexual violence must consider many essential elements.

When I started my involvement in this work in 1982, there was little recognition of sexual violence in our communities at large, little research regarding the prevalence of this problem, and virtually no awareness of the vast problem within the military. Over the last decade, brave women have come forward sharing their stories of being sexually assaulted, leaders in the rape prevention movement have pressed forward with stories, and congressional leaders have held hearing to highlight this under-addressed problem. This awareness of the scope and breadth of sexual violence is necessary. Yet, it is not sufficient to prevent abuse. Initial efforts to address sexual violence promoted the awareness of sexual assault and services. The military has begun to establish policies and procedures to make services available. While essential, developing services to those who have been abused is not sufficient to prevent sexual violence.

A focus on primary prevention emerged as the public health field recognized violence as a public health issue in 1980's and the Centers for Disease Control and Prevention began addressing sexual violence in 2001 (NCIPC, 2002). Primary prevention involves developing comprehensive strategies that stop

violence before initial perpetration or victimization, especially those that make community-level changes.

Data from a variety of research informed sexual violence prevention work. Research has identified risk factors for individual victimization, such as being female and having experienced past sexual victimization. Risk factors for individual perpetration include being male, having coercive sexual fantasies, hostility towards women, a history of childhood sexual victimization, growing up in an emotionally unsupportive family environment, and adherence to societal norms supportive of sexual violence, male superiority and male sexual entitlement (Jewkes, Sen, & Garcia-Moreno, 2002). Currently less is known about protective factors that may reduce vulnerability to victimization and risk for perpetration. Promoting protective factors and addressing negative social and environmental contributors are important components of a public health approach to prevent sexual violence (NCIPC, 2006).

Over the last thirty years, most anti-sexual violence efforts have addressed awareness of the problems, availability of services and guidance for victims to the risks they face from potential assault. While there is value in risk reduction education, fundamentally it is insufficient to prevent actual abuse. Without proper attention to the full context of sexual assault, risk reductions activities may inappropriately hold victims of sexual assault responsible for not protecting themselves, such as "you should have not put yourself in that situation." To address sexual violence prevention in a truly comprehensive manner, strategies to prevent its initial perpetration, known as primary prevention, must have the same level of commitment as programs that respond to its consequences. (Lee, Guy, Perry, Sniffen & Mixson, 2007)

A promising approach to prevention efforts is to use bystander intervention. Based upon an extensive evidence for other issues, many have embraced this strategy in sexual violence prevention. Instead of approaching people as potential victims or potential perpetrators of sexual violence, bystander intervention approaches community members as potential actors who can intervene in situations that contribute to an environment that may lead to sexual assault and intervene in situations that may lead to abuse. (Banyard, Plante, Moynihan, 2004)

Partnership between military and prevention practitioners is essential to enhance the armed services' efforts to prevent sexual violence. Over the last several years, Department of Defense and several branches of the military have solicited input from CALCASA and other prevention practitioners to develop prevention efforts specific to military culture. This change is more than promoting awareness, saying sexual assault is unacceptable and providing services. It requires making significant shifts in culture to promote a culture where soldiers, airmen, sailors and marines identify taking action to prevent sexual violence as a core concept of being in the military. We recognize that sexual violence is a

problem throughout our society, not only within the military services. And I expect that the armed services can make a difference to address this serious problem within its ranks, just as it made racist behavior unacceptable within its ranks.

I am heartened that there have been important steps taken to address this issue within our armed services. I am also aware of much more to do to intervene when an assault occurs as well as prevent these crimes in the first place.

Chairwoman Davis, and Ranking Member Wilson, I thank you for your attention to this issue and hope that I, and CALCASA, can be of assistance as you consider your next steps.

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**WITNESS RESPONSES TO QUESTIONS ASKED DURING THE HEARING**

MARCH 6, 2009

## RESPONSE TO QUESTION SUBMITTED BY MR. WILSON

Ms. ROBERTSON. Sexual Assault Victim Intervention (SAVI) Quick Polls were conducted in 2004 and 2005 to determine baseline awareness and perceptions of sexual assault in the Navy and of the SAVI program. The 2008 SAVI Quick Poll was conducted to update the earlier polls, and to provide current information to address recommendations from the GAO report released in August 2008.

The standard Navy Quick Poll methodology developed by the Navy Personnel Research Studies and Technology Laboratory (NPRST) was used. The 2008 SAVI Quick Poll included questions adapted from the 2004 and 2005 SAVI Quick Polls; as well as newly added items on awareness of restricted and unrestricted reporting of sexual assault (SA). Randomly selected Sailors, stratified by officer/enlisted status and gender, ensured adequate representation of officer and enlisted men and women. Navy messages were sent to commands requesting selected personnel complete the poll online at the Quick Poll website within 12 business days. A reminder Navy message was sent midway through the fielding period. The poll was deployed from 10 to 26 September 2008, and could only be accessed once by the selected Navy personnel using correct usernames/passwords. The response rate was 33% and the margins of error were ±4% or less for both enlisted and officers.

**Summary**

- Compared to the 2004/5 polls, awareness of SAVI program and services has increased.
  - Positive trends were found for all groups from 2004 to 2008 among both junior and senior personnel.
- The percentages reporting both SA-related training attendance and having attended SAVI training in the year prior also increased:
  - Over 90% of enlisted personnel and over 80% of officers attended SA training in the prior year.
  - All groups reported that the training increased their awareness of SA-related issues.
- Awareness of the Victims and Witness Assistance Program (VWAP) declined from 2005 to 2008 (68% to 48% for officer women; 64% to 55% for enlisted women). A similar pattern was found regarding awareness of VWAP for officer and enlisted men. For most groups, awareness of other programs to assist victims of sexual assault, e.g., the SAVI program and the Civilian Rape Crisis Center, increased or remained the same from 2005 to 2008.
- Seventy percent or more were aware of restricted and unrestricted reporting and one-third or more had seen flyers and posters about the reporting options at their commands.
  - Two-thirds or more know to whom to report sexual assault without command knowledge, i.e., how to make a restricted report.
- Over 90% believe SA is a criminal act and know what actions are considered SA.
- Eighty percent or more report that SA is not tolerated at their command, know what to do if assaulted, and feel free to report SA.
- Half of enlisted women and 38% of officer women report that SA is a problem in the Navy; under 20% of both groups report that SA is occurring at their command.
- More than 75% indicate that they would report SA to Navy authorities.
  - Fear of not being believed, embarrassment, and fear of public disclosure were key reasons for not reporting.

**Actionable Items**

- Incorporate poll results into SAVI training to demonstrate positive gains and highlight areas needing improvement.
- Determine reasons for decrease in Victims and Witness Assistance Program awareness and, if appropriate, take steps to increase awareness.

- Develop Plan of Action to increase awareness of sexual assault reporting options and address barriers to reporting sexual assault.
- Brief results to the Department of the Navy (DON) Sexual Assault Advisory Committee (SAAC), U.S. Navy leadership at all echelons, and the DOD Sexual Assault Advisory Council Subcommittee on Research.
- Conduct follow-up SAVI Quick Poll in 2010 to monitor trends. [See page 13.]

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**RESPONSES TO QUESTIONS SUBMITTED BY MS. SHEA-PORTER**

Ms. ROBERTSON. Since February 2005, Army policy has prohibited the enlistment or appointment (officer or enlisted) of any applicant previously convicted of a violent sexual offense. Furthermore, personnel separated as a result of the convicted sex offender policy are ineligible to reenter the Army. Additionally, since January 2008, every applicant for enlistment is automatically screened against the National Sex Offender Public Registry. Those who are registered are not allowed entry and do not make it past the individual recruiter in the enlistment process.

To the best of our knowledge, after reviewing recruiting and appointment records, the Army has not accessed anyone who was in violation of Army or DOD policy. The Army does the very best it can with local/national police and background checks and local/national registries, but unfortunately these are not 100% accurate, as not all sex offenders are registered as required by their conviction. However, while conducting this review, we did identify gaps in our policies, as well as discrepancies between Army and DOD policy.

To resolve these gaps and discrepancies, the Army has convened a policy review group under the direction of the Army G-1 and in partnership with the FBI and DOJ. The group has identified necessary policy and procedure changes and an opportunity to better partner with other governmental agencies. The review group will submit its findings, recommendations, and timeline to the senior leadership of the Army later this summer. [See page 15.]

Dr. FOUBERT. The question regarded whether there are traits that distinguish men who are more likely to commit sexual assault and/or rape. There are indeed many such traits. I caution that an individual could have all such traits and still not have committed rape and still not commit rape in the future. However, research has identified many traits and characteristics in men that are associated with a higher risk for committing rape and other forms of sexual assault. The enclosed handout identifies these characteristics with citations attached to their source in the research.

As the author of the only sexual assault prevention program shown by research to lead to a decline in sexual assault behavior by college-aged men, I hope that I can maintain an ongoing relationship with your committee and the branches of the military as we work together to eradicate rape from our midst. Please call on me anytime I can be of assistance. [See page 36.]

***College of Education***

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This testimony reflects the individual scholarly opinion of John D. Foubert, Ph.D. based on his area of research specialty: sexual assault prevention. It does not necessarily represent the opinions of Oklahoma State University.

June 1, 2009

Ms. Susan A. Davis
Chairwoman
Military Personnel Subcommittee
House Committee on Armed Services
U.S. House of Representatives
Washington, DC 20515-6035

Dear Chairwoman Davis,

Thank you for the opportunity to testify before your committee on the issue of sexual assault prevention in the military. I enjoyed our dialogue greatly and I remain at your disposal for any future conversations you would find helpful.

This letter is in response to the question submitted for the record. The question regarded whether there are traits that distinguish men who are more likely to commit sexual assault and/or rape. There are indeed many such traits. I caution that an individual could have all such traits and still not have committed rape *and* still not commit rape in the future. However, research has identified many traits and characteristics in men that are associated with a higher risk for committing rape and other forms of sexual assault. The enclosed handout identifies these characteristics with citations attached to their source in the research.

As the author of the only sexual assault prevention program shown by research to lead to a decline in sexual assault behavior by college-aged men, I hope that I can maintain an ongoing relationship with your committee and the branches of the military as we work together to eradicate rape from our midst. Please call on me anytime I can be of assistance.

Sincerely,

/original signed by/

John D. Foubert, Ph.D.
Associate Professor

**Characteristics of Men Who Rape and Commit Other Types of Sexual Assault**

**Research Compiled by John D. Foubert, Ph.D.**
**Oklahoma State University**
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**405-744-1480**

This handout summarizes several recent studies that looked at characteristics of men who choose to rape and how they differ from men who choose not to rape. Section A covers research on men who admit committing a wide variety of behaviors of alcohol related sexual assault in their past. Section B covers research on men who have committed the specific type of sexual assault that meets the legal definition of rape. This section is based on research of men who have NOT been reported to the police for their crimes (95% of rapists) and have been collected through anonymous surveys of men on college campuses. All research on this handout has been collected since 1998.

**Section A: Men Who Have Sexually Assaulted (but not necessarily raped) Women In the Past**

**Men who have committed sexual assault (compared to men who have not committed sexual assault):**

1. Drink more alcohol in general. [1]
2. Are more likely to commit sexual assault, particularly if they have had 4-8 drinks. Sexual assault is even more likely the more intoxicated the victim is. [1]
3. Think women lie about not wanting to have sex. [2]
4. Believe that if a woman is drinking it is a sign of sexual interest. [4]

**Section B: Men Who Admit To Rape**

[all research from Dr. David Lisak including (Lisak & Miller, 2002) 3 ]

**Men who admit to behaviors that meet the legal definition of rape on anonymous surveys.**

1. Are extremely adept at identifying "likely" victims and testing prospective victims' boundaries;
2. Plan and premeditate their attacks, using sophisticated strategies to groom their victims for attack, and to isolate them physically;
3. Use only as much violence as is needed to terrify and coerce their victims into submission;
4. Use psychological weapons – power, control, manipulation, and threats – backed up by physical force, and almost never resort to weapons such as knives or guns;
5. Use alcohol deliberately to render victims more vulnerable to attack, or completely unconscious.
6. A majority rape multiple times.
7. A majority commit other forms of violence, such as battery and child abuse.

8. Are more sexually active than other men.

9. Believe that if they are not very sexually active then they are neither "successful" nor adequate as men.

10. View women as sexual objects to be conquered, coerced and used for self-gratification.

11. Much more likely to hold stereotyped beliefs about the "proper" roles for women and men in society.

12. Adhere to "rape myths" that both justify their aggressive acts and foster them. Tell themselves that "women say no to sex even when they really want it," and disregard their victims' obvious signs of terror and resistance.

13. Harbor chronic, underlying feelings of anger and hostility toward women.

14. Easily feel slighted by women, and carry grudges against them. This underlying hostility is easily evoked and leads them to see women as "teases" who either "secretly" want to be coerced into sex, or else "deserve" it.

15. Consistently have strong needs to dominate and to be in control of women; fearful of being controlled by women.

16. View sexual relations as "conquests," and all women as potential "targets" of conquests.

17. Are more emotionally constricted, much less emotionally expressive, less empathic.

18. Tend to be part of sexually violent all-male subcultures that normalize sexual conquests through violent pornography explicit images of rape as being acceptable, non-criminal, and the sign of male virility.

19. Strive to always behave in rigidly and stereotypically masculine ways, are always on the alert for any perceived slight to their masculine identities, and are made very anxious by any situation that might cast doubt on their perceived masculinity. Tend to view aggression and violence as crucial markers of his adequacy as a male.

20. When a woman resists his coercive sexual pressure, he is very likely to perceive this as a challenge and affront to his masculinity and to react with anger and aggression, behaviors which restore his sense of adequacy.

Footnotes

1 Abbey, A., Clinton-Sherrod, A. M., McAuslan, P., Zawacki, T., & Buck, P. O. (2003). The relationship between the quantity of alcohol consumed and the severity of sexual assaults committed by college men. *Journal of Interpersonal Violence, 18* (7), 813-833.

2 Bernat, J. A., Calhoun, K. S., & Stolp, S. (1998). Sexually aggressive men's responses to a date rape analogue: Alcohol as a disinhibiting cue. *Journal of Sex Research, 35* (4), 341-348.

3 Lisak, D. & Miller, P. (2002). Repeat rape and multiple offending among undetected rapists. *Violence and Victims, 17* (1), 73-84.

4 Zawacki, T., Abbey, A., Buck, P. O., McAuslan, P., & Clinton-Sherrod, A. M. (2003). Perpetrators of alcohol-involved sexual assaults: How do they differ from other sexual assault perpetrators and nonperpetrators? *Aggressive Behavior, 29*, 366-380.