



## Appendix A: LOE Highlights



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# Appendix A: Fiscal Year 2015 Line of Effort Highlights

## Introduction

The Department of Defense (DoD) implemented numerous sexual assault prevention and response (SAPR) policy and program enhancements in fiscal year (FY) 2015 in its multi-disciplinary approach to combatting sexual assault. The main body of the Annual Report described several of the initiatives, program improvements, and policy enhancements the Department took during FY15.

This Appendix highlights the additional program and policy enhancements that the Department completed last year. The Department uses the structure of the *2015 DoD SAPR Strategic Plan* to organize the FY15 highlights by the five lines of effort.

### *2015 DoD SAPR Strategic Plan*

The Secretary of Defense signed the *2015 DoD SAPR Strategic Plan* on January 26, 2015. The plan is a multidisciplinary approach with initiatives in several lines of

effort (LOEs). This approach provides a unity of effort across the Department and a roadmap for the Department to establish the enduring culture of dignity and respect that is required of the military's profession of arms.

This plan amends the *2013 DoD SAPR Strategic Plan* and consolidates new SAPR requirements identified within the NDAA for FY15 and various Secretary of Defense Initiatives. The 109 tasks identified in the updated plan continue to focus strategic planning efforts along the established LOEs. SAPRO reviewed these new tasks at regularly scheduled Integrated Product Team (IPT) meetings throughout FY15. The information that follows provide highlights of the Department's significant accomplishments across the five LOEs.

## Prevention

### Installation Prevention Project

The Department began the Installation Prevention Project (IPP) in FY15. The intent of the IPP is to understand how the Services implement prevention initiatives within different units and the extent to which these initiatives reduce sexual assault prevalence. The project provides an opportunity to understand the effectiveness of prevention initiatives in reducing prevalence and risk factors associated with sexual assault.

DoD worked with the Military Services to select the list of candidate installations for the IPP. The Department will continue implementing the IPP in FY16 and completing the IPP will be included as a task in the *2017-2021 DoD SAPR Strategic Plan*.

DoD SAPR Strategic Plan Lines of Effort (LOEs)	
LOE	Objectives
<b>LOE 1:</b> Prevention	Deliver consistent and effective prevention methods and programs.
<b>LOE 2:</b> Investigation	Achieve high competence in the investigation of sexual assault.
<b>LOE3:</b> Accountability	Achieve high competence in holding offenders appropriately accountable.
<b>LOE 4:</b> Advocacy/ Victim Assistance	Deliver consistent and effective victim support, response, and reporting options.
<b>LOE 5:</b> Assessment	Effectively standardize, measure, analyze, assess, and report program progress.

## Investigation

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### Ensured Investigative Quality

The DoD Inspector General (IG) evaluates the sufficiency and regulatory compliance of closed sexual assault investigations on a recurring basis. A few years ago, DoD IG created the Violent Crime Division (VCD), in its Investigation Policy and Oversight branch to conduct an evaluation of MCIO investigations. The evaluation of closed sexual assault investigations is a critical part of the VCD mission.

DoD IG published the results of an evaluation of 536 FY14 MCIO investigations in March 2015.<sup>i</sup> DoD IG used a random sample of adult sexual assault cases that were initiated on or after January 1, 2012 and closed in FY 2013 to determine whether they were completed as required by DoD, Military Service, and MCIO guidance. The DoD IG found that the MCIOs completed nearly all adult sexual assault investigations as required by guiding policies. Of 536 investigations, 532 (99%) met investigative standards or had only minor investigative and/or administrative deficiencies. This reflects a 10% improvement compared to findings in the IG's previous evaluation.<sup>ii</sup>

## Accountability

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### Executive Order 13696

The President issued Executive Order (EO) 13696 in June 2015, implementing significant changes to the military justice system. It provides greater protections for victims of sexual assault with regard to pretrial investigations and court-martial proceedings. The order also expands privilege for the DoD Safe Helpline staff. This EO allows the DoD Safe Helpline to offer users who have not filed a report the option for confidential follow-up support. Services for callers electing this support come from a trained support specialist, who contacts the user about concerns and referrals discussed during prior contacts. Support services focus

on connecting users to appropriate resources and services for ongoing care, treatment, and reporting.

## Advocacy/Victim Assistance

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### Enhancements to the Defense Sexual Assault Advocate Certification Program

The NDAA for FY12, section 584, required DoD to establish a training and certification program for sexual assault response coordinators (SARC) and SAPR Victim Advocates (VA).<sup>iii</sup> Commanders utilize SARCs and SAPR VAs as their critical capability to link victims and support agencies. SARCs and SAPR VAs offer a specialized skill set and expertise to assist victims and advocate on their behalf. The Department established a certification program to meet the FY12 NDAA requirement and to standardize sexual assault response to victims and further professionalize victim advocacy roles. This program consists of three prongs: a credentialing infrastructure for SARCs and SAPR VAs; a Competencies Framework; and the evaluation and oversight of SARC and SAPR VA training. Successful implementation of these three components enhances the quality of support victims receive and builds confidence in the Department's ability to respond to military sexual assault victims.

The Department has exceeded the staffing standard prescribed in law to have one full-time SARC and SAPR VA per brigade or equivalent unit. Over 1,100 SARCs and 11,000 SAPR VAs earned certification in FY15. Eight hundred eighteen SARCs re-certified in 2015, with 273 meeting higher experience standards and re-certifying at a higher level. Four-thousand four-hundred twenty-four SAPR VAs re-certified, with 215 of those re-certifying at a higher level.

DoD developed an application process allowing Defense Sexual Assault Advocate Certification Program (D-SAACP) certified SARCs and SAPR VAs to transition over to

the National Advocacy Certification Program (NACP), the nation's civilian credentialing program. In FY15, 58 D-SAACP certified advocates used the bridge application to become NACP certified.

### Increased Usage of DoD Safe Helpline

The availability of both anonymous and confidential resources through the DoD Safe Helpline provides survivors with important information and support. DoD Safe Helpline educates all users about the greater level of care and resources available through the official reporting of sexual assault.

The DoD Safe Helpline website saw a 95% increase in unique users during FY15 compared to FY14. It is important to note that not all users of the DoD Safe Helpline are survivors of sexual assault. The Department targets the available resources to the military community, but anyone can access the website. In FY15, 282,032 unique users visited the site to access information and resources compared to 144,826 users in FY14. There have been 580,841 visitors to the DoD Safe Helpline since launching the website.

The Department has strengthened outreach to male victims through DoD Safe Helpline by incorporating specific content for men. The updated content explains DoD reporting options for making an Unrestricted or Restricted report and directs male visitors to military and civilian support resources. The DoD Safe Helpline had 2,209 unique visitors accessing the male content section of the website in FY15. See Appendix G for more information on DoD Safe Helpline usage.

### Created Safety Assessment Instrument

The Department developed a Safety Assessment Tool in FY15 after receiving requests from SARCs, SAPR VAs, and other SAPR practitioners for an overall personal safety tool. The tool will be available on [sapr.mil](http://sapr.mil) in FY16. The Safety Assessment Tool is an optional guide for personnel trained to conduct safety assessments for

victims reporting sexual assault. The tool employs open-ended questions to help assess the risk of self or other harm; potential danger from the alleged perpetrator(s) or their associate(s); and other related risk factors.

### Assessment

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#### Updates to SAPR Policy

The Department updated and published three significant policy documents and updated one critical form in 2015 that provide overarching guidance and support to the SAPR program. These documents are:

- DoD Directive (DoDD) 6495.01, "SAPR Program";
- DoD Instructions (DoDI) 6495.02 "SAPR Program Procedures";
- DoDI 6495.03, "Defense Sexual Assault Advocate Certification Program (D-SAACP)"; and
- DD Form 2911 "DoD Sexual Assault Forensic Examination (SAFE) Report".

Change 2 of DoDD 6495.01, released in January 2015, aligns efforts across the Military Services with the *2014-2016 DoD Sexual Assault Prevention Strategy*. Additionally, the updates include a requirement that Services align their strategies with the *2014-2016 DoD Sexual Assault Prevention Strategy*, alignment of the SAPR policy "consent" definition with the definition in the Uniform Code of Military Justice; clarifications that SAPR personnel do not handle Family Advocacy Program-related cases<sup>iv</sup>; and direction that healthcare encompasses both physical medical care and mental health care.

The DoDI 6495.02 contains the detailed procedures for implementing the changes in the Directive. DoD published Change 2 in July 2015 to implement requirements outlined in prior National Defense Authorization Acts (NDAA), initiatives directed by the Secretary of Defense, formal recommendations from the Response Systems to Adult Sexual

Assault Crimes Panel, and clarifications to existing SAPR policy. Some other substantive changes included: additional requirements for the monthly Case Management Group (CMG) meetings, retaliation efforts, and enhanced SAPR training addressing awareness of new victim protections in the military justice system.

DoD issued the D-SAACP DoDI in September 2015 which incorporated the existing D-SAACP Directive-Type Memorandum (DTM) and further enhanced policy that established the certification procedures for Sexual Assault Response Coordinators (SARC) and SAPR Victim Advocates (VA). In September 2015, the Department also reissued DD Form 2911, which captures the findings in a sexual assault forensic examination, and its accompanying instructions for Victim and Suspect exams. The update to the DD Form 2911 and accompanying Instructions prohibited the plucking of head and pubic hairs. This change incorporated Response Systems Panel Recommendation 92.

### Active Duty Focus Groups and MIJES

The Secretary of Defense directed the Department to conduct focus groups for the active duty during FYs wherein no force-wide survey is conducted. The Department led the *2015 Focus Groups on SAPR Among Active Duty Members* to inform this annual report and to meet the Secretary's initiative. Each Military Service chose two geographically dispersed CONUS installations for the focus groups, and the units selected participants at random at each installation. The Department conducted 58 sessions with 459 total participants. Service members discussed leadership emphasis on SAPR, reporting sexual assault, retaliation, sexual harassment/sexist behaviors, prevention, training, and changes to SAPR policy during the focus groups. The *2015 Focus Groups on SAPR Overview Report* is Enclosure 4 to this report.

The Department also conducted the *2015 Military Investigation and Justice Experience Survey (MIJES)* to inform the FY15 Annual Report. *MIJES* is an on-going voluntary and anonymous survey, assessing the investigative and legal processes experienced by victims who made an Unrestricted Report of sexual assault that has been completely investigated and adjudicated. Survivors provided feedback on experiences interacting with SAPR and military justice resources; perceived professional reprisal; perceived ostracism/maltreatment; and timely expedited transfers. The *2015 MIJES Overview Report* is Enclosure 5 to this report.

### DSAID Enhancements

The Defense Sexual Assault Incident Database (DSAID) captures sexual assault case information input by the Military Services, National Guard Bureau, and Coast Guard SARCs for Restricted and Unrestricted Reports, enhances a SARC's ability to provide comprehensive and standardized victim case management, enables legal officers to input and validate case disposition data, and supports Service SAPR program management. It also provides improved oversight of how sexual assault cases are managed and offers the Department the ability to meet reporting requirements, ensure transparency of the data, and standardize data collection.

DSAID enhancements or program accomplishments in FY15 include:

- Integration of the United States Coast Guard into DSAID at their request;
- Use of DSAID to generate sexual assault data sets for the Annual Report on Sexual Harassment and Violence at the Military Service Academies for Academic Program Year 2014-2015;
- Modifications to the D-SAACP certification expiration date and continuing education functionality in SARC and SAPR VA profiles to better

align with the D-SAACP certification process;

- Improvements to the Case Synopsis module to better align with the Service DSAID legal officer business process. These improvements included the addition of columns to the Case Synopsis Report, improved search functionality,

and modified hide-and-show of data fields based on how case outcomes occur; and

- Development of a quality assurance tool for the Department and the Military Services to assist in identifying missing data, conducting data validation to ensure accurate entry, and performing cross-checks on potential data conflicts.

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<sup>i</sup> Department of Defense Inspector General. (2015). *Evaluation of Military Criminal Investigation Organizations' Adult Sexual Assault Investigations*, 3. Retrieved from <http://www.dodig.mil/pubs/documents/DODIG-2015-094.pdf>.

<sup>ii</sup> Department of Defense Inspector General. (2013). *Evaluation of the Military Criminal Investigation Organizations Sexual Assault Investigations*, 5. Retrieved from <http://www.dodig.mil/pubs/documents/DODIG-2013-091.pdf>.

<sup>iii</sup> National Defense Authorization Act for Fiscal Year 2012 (Public Law 112-81), Section 584 (c) (1).

<sup>iv</sup> SAPR personnel handle contact sexual crimes by adults against adults, as defined in Articles 120 and 125 of the UCMJ and Article 80, attempts to commit these offenses. Sexual assaults between spouses or intimate partners, as well as victims aged 16 and under, fall under the purview of DoD Family Advocacy Program (FAP).