

## UNITED STATES AIR FORCE ACADEMY

### INTRODUCTION

The Department of Defense (DoD) assessed the United States Air Force Academy's (USAFA) policies, training, procedures, and initiatives for Sexual Assault Prevention and Response (SAPR) and Prevention of Sexual Harassment (POSH) Programs during Academic Program Year (APY) 2012-2013. The 2013 DoD SAPR Strategic Plan organizes the Department's SAPR and POSH programs assessment. Policy compliance was measured against:

- DoD Directive (DoDD) 6495.01, *Sexual Assault Prevention and Response Program*, April 30, 2013;
- DoD Instruction 6495.02, *Sexual Assault Prevention and Response Program Procedures*, March 28, 2013;
- DoDD 1350.2 *Department of Defense Military Equal Opportunity Program*, November 21, 2003; and
- DoDD 1020.02 *Diversity Management and Equal Opportunity in the Department of Defense*, February 5, 2009.

Additionally, the Department looked at Service and Academy sexual harassment and assault policies:

- Air Force Instruction 36-6001, *Sexual Assault Prevention and Response Program*, October 14, 2010
- Air Force Instruction 36-2706, *Equal Opportunity Program Military and Civilian*, October 5, 2011
- USAFA 36-3502, *Performance Measures Program for the USAFA*, March 10, 2005

USAFA is in compliance with the Department's policies regarding sexual harassment and sexual assault. The highlights of the USAFA sexual assault and sexual harassment programs during APY 12-13 were the renewed focus, led by the Commandant of Cadets, on leadership development and adherence to standards, as well as the implementation of the Special Victims' Counsel (SVC) attorneys. USAFA should continue to focus on these initiatives, and also ensure the SAPR staff is better resourced and can guarantee 24/7 access to victim services. USAFA's sexual harassment and assault prevention/response programs and processes are discussed below by DoD SAPR Strategic Plan lines of effort. The information that follows adds to the Department's overarching observations made for all three MSAs made earlier in this report in the section entitled, "Assessment of MSA Programs: Findings Common To All Academies."

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#### **Overall Status of Compliance:**

*In Compliance*

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## LINE OF EFFORT 1: PREVENTION

### *Summary of Approach*

Prevention is the first line of effort in the DoD SAPR Strategic Plan. The objective of the Prevention line of effort is to deliver consistent and effective prevention methods and programs. The end state is for the cultural imperatives of mutual respect and trust, professional values, and team commitment to be reinforced to create an environment where sexual assault is not tolerated, condoned, or ignored. The key features of sexual harassment and sexual assault prevention includes education and training as well developing and maintaining a climate of dignity and respect. Identifying and mitigating high-risk behaviors or threats is also a key component of the first line of effort. USAFA is in compliance with the Prevention line of effort.

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### *Status of Compliance Line of Effort 1:*

*In Compliance*

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### **Strategy to Fostering a Climate of Dignity and Respect**

USAFA leadership spent considerable effort in APY 12-13 educating cadets in sexual assault awareness, providing SAPR training, and increasing awareness of USAFA SAPR resources. Training and awareness alone, however, is never enough when developing a culture that condemns sexual harassment and sexual assault. Fostering a climate whereby all cadets and all individuals are treated with dignity and respect, and where cadets respect their environment and they live up to USAFA values, is critical to reducing and eliminating sexual harassment and sexual assault. During APY 12-13, USAFA focused on fostering a culture of commitment to USAFA standards and where cadets can develop their leadership skills. All of the efforts (described in this section below and throughout the USAFA-specific assessment) are well intentioned, but are not all aligned. The success of these initiatives has not been measured by USAFA; many are in their infancy and may not be measurable at this point.

The Commandant of Cadets, in his role in establishing the command climate, firmly communicated his expectations of the cadets and their role in furthering a climate of dignity and respect. The Commandant issued his Vector for 2013,<sup>66</sup> in which he challenged cadets to “do better” in adhering to USAFA standards. Commending the cadets for their high standards and accountability in airmanship programs and intercollegiate and club sports, the Commandant contrasted these successes to areas of their complacency and therefore requiring improvement in the Cadet Wing (CW). The Commandant asked the cadets to focus on five specific areas requiring a cultural change to a culture of commitment, one of which was eliminating sexual assault by respecting each other and intervening when “something does not seem right.” Another area of focus was adhering to USAFA policies with regards to intimate relations in cadet

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<sup>66</sup> The Commandant’s Vector for 2013 was released on January 14, 2013.

dormitories. Intimate relations are not permitted in dormitories per USAFA policies and the Cadet Sight Picture, and the Commandant stressed a logical and sound reason for this policy as reducing the possibility for cadet-on-cadet sexual assault.

On the same day as releasing his Vector for 2013 to the cadets, the Commandant sent a Memorandum for all CW Permanent Party<sup>67</sup> members asking them to lead by example and adhere to all standards and policies. The Commandant challenged the CW Permanent Party to correct cadets and correct each other when identifying a failure in policy and/or standards compliance.

The Department commends the Commandant's position and leadership to countering cadet complacency and to creating a culture of commitment, and supports the USAFA Commandant as he challenges the cadets to become leaders of character for the CW and as officers in the USAF.

During APY 12-13, the USAFA Department of Behavioral Sciences and Leadership faculty embarked on a two-step process to improve "Respect for Human Dignity" (RFHD)<sup>68</sup> at USAFA. RFHD is defined by USAFA as "those behaviors and attitudes of professionalism and equity that demonstrate an ability to interact with another person in a way that is mature, considers another person's basic rights, understands their perspective, and demonstrates fair, equitable treatment." USAFA plans to use RFHD in the next APY as a tool to address the prevention of sexual harassment and assault by developing awareness and understanding of topics such as sexual orientation, bystander effects, and respectful intimacy. The RFHD Outcome Team is chaired by the Head of the Department of Behavioral Sciences and Leadership. The two-step RFHD process began with course/program development and integration. The RFHD Outcome Team provided tools to faculty to address RFHD in a meaningful and integrated way through quarterly newsletters featuring shared ideas and best practices, regularly recurring meetings, and an annual assessment report and feedback loop. The second step in the process to improve RFHD is the assessment process, whereby progress is measured with sustainable and useful messages. The RFHD assessment model continues to be under development so it can align to the larger assessment program once it is finalized.

USAFA faculty was encouraged to incorporate respect messaging in classroom discussions, and a friendly competition called the "Respect Challenge" was created for additional motivation. The Department commends USAFA for engaging the faculty and encouraging their participation in respect education.

While there are various and simultaneous efforts to build a culture of dignity and respect and reduce sexual assault and sexual harassment at USAFA, the efforts are not centrally coordinated, and some of the promising initiatives and ideas have not received

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<sup>67</sup> Cadet Wing Permanent Party is staff assigned to USAFA and may include faculty, coaching, and leadership roles.

<sup>68</sup> RFHD is a "USAFA Outcome." USAFA Outcomes are an integrated set of responsibilities, skills, and knowledge required of cadets upon graduation.

the attention they deserve. To provide a centralized idea-sharing and planning organization for sexual assault and sexual harassment prevention and response efforts, a permanent working group, similar in mission and composition to the Air Force Community Action and Information Board/Integrated Delivery Systems (CAIB/IDS), should be established. The working group would fall under the direction of the Superintendent or Commandant, who have shown great leadership and initiative to institute meaningful culture improvements at USAFA. The Department of Behavioral Sciences and Leadership should take a leadership role in the working group to provide oversight, infuse research findings, and develop a synchronized strategy that addresses prevention.

An influential element detracting from USAFA's efforts to foster a culture of dignity and respect are members of the Cadet Wing that perpetuate attitudes and behavior that disregard academy policies and practices and engage in gender-related misbehavior and misconduct, targeting fellow female cadets as the focus of crude and offensive language and sexist comments. The most observable example was the circulation of an electronic slide deck that disparaged academy women and taunted those who might date them. While the cadet author of the slide deck was identified and punished in August 2012, the slide deck continued to be circulated by members of at least two sports teams. In addition, informal customs of some teams disparage, taunt, and sometimes chastise individuals that date fellow female cadets.

Email, social media, and other forms of electronic communication make external detection of this kind of unacceptable behavior particularly difficult. When not challenged, the individuals involved in misbehavior and misconduct promulgate attitudes that disregard the desired cultural ideals and standards. Every member of the Cadet Wing must have the social courage to stand up and report when someone is not living up to Air Force core values.

The Department encourages USAFA to review and strengthen leadership of cadet groups, teams, and clubs in such a way that encourages mentoring and consultation between organizational leaders. Including a coach or faculty sponsor on all formal cadet group communication distribution lists allows greater supervision of groups, teams, and clubs.

In addition, the Department encourages outreach and education to the alumni, cadet parents groups, and athletic communities to ensure that all USAFA-sanctioned or private activities involving cadets align with USAFA standards of conduct. Sanctioned activities, such as those with alumni sponsors, must adhere to alcohol policies, promote responsible use of alcohol, and promote behavior consistent with a climate of dignity and respect.

## **Training**

USAFA SAPR training is a four-year, developmental<sup>69</sup> program. Mandatory training under U.S. Air Force Commissioning Education includes prescribed sexual harassment and sexual assault training for all classes. USAFA SAPR training curricula is developed and guided by USAFA SAPR staff, who works in tandem with Vice Commandant of Cadets for Culture and Climate (CWP) Peak Performance Center (PPC), the Commandant of Cadets Human Relations Training & Education Office, and the 10th Air Base Wing (ABW) Equal Opportunity Office. During Basic Cadet Training (BCT), fourth class cadets received two hours of SAPR training wherein improper conduct was defined, the appropriate response was described (i.e., who and how to report), and resources were explained. USAFA staff believes the early education triggered cadets to seek help, realizing for the first time what happened to them was sexual assault. Second class cadets received two 50-minute sessions of SAPR training embedded in the “Accessions 1 & 2” training. Third, second, and first class cadets received annual SAPR “refresher training” (50 minutes). Supplementary to the aforementioned mandatory Commissioning Education training, the following training is provided to cadets over the course of the four-year education: “Sex Signals” by Catharsis Productions, Inc., “You Belong Here” and “Victim Empathy” (gender-separate training) by Veraunda Jackson, “May I Kiss You?” by Mike Domirtz,<sup>70</sup> “Perps, Sexual Assault, & You” which contains “Victimology and Perpetrators” by Russell Strand, and “The Unknown Conspirator” by Anne Munch, JD.

According to USAFA staff, training time is scarce, as cadets are highly scheduled and training time competes with academics, athletics, military duties, and extracurricular activities. Typically the training occurred during Commissioning Education time blocks (50 minute training courses only) or at night or on “Silver Saturdays.”<sup>71</sup> USAFA SAPR staff strived to avoid message fatigue by varying class format, trainers, and facilitators and incorporating technology like electric “clickers” or cell phones for live voting and evaluation. All BCT training was taught and/or facilitated by USAFA Sexual Assault Response Coordinators (SARC), Victim Advocates (VA), or SAPR trainers from other basic/technical training bases. Air Officers Commanding (AOC), Academy Military Trainers (AMT), specially trained cadets, and training facilitators from USAFA Permanent Party also support SAPR training efforts.

USAFA has spent the past two years improving the Cadet Bystander Intervention Training (BIT) Program, although not yet implemented, they are striving to implement in APY 13-14. USAFA plans to involve Athletic Department (AD) staff, coaches, and intercollegiate athletes as “early adapters” and engage the AD as leaders in BIT.

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<sup>69</sup> Developmental training roles are assigned for every cadet class. The fourth class year (freshman) cadet officer developmental role is that of “follower;” the third class year (sophomore) focuses on cadet “interpersonal” behavior; the second class year (junior) cadet officer developmental role is as a member of a team; the first class year (senior) cadet training is focused on “organizational” impact, as it prepares them to enter the Air Force organization as leaders.

<sup>70</sup> Mike Domirtz is the creator and founder of the Date Safe Project and the “May I Kiss You?” training program. He is an educator and has authored several books on sexual assault and health relationships.

<sup>71</sup> Silver Saturdays are Saturdays dedicated to either half- or full-day training.



During APYs 11-12 and 12-13, Cadet BIT worked with Green Dot, Inc. to develop and test a comprehensive BIT program with a phased implementation. USAFA conducted cadet and permanent party focus groups to review content, logo, videos, and teaching messages. The Cadet BIT Program contains attributes of the AF BIT but with a cadet focus—featuring cadets as “actors” and scenarios of actual situations in/around USAFA with instructive, “how to” vignettes. Cadet BIT will be taught by non-SAPR staff. The Department will follow up with USAFA to monitor implementation and progress of the new Cadet BIT program.

A remaining action item from APY 10-11 was to address collateral misconduct misperceptions in training, as there was an assumption at USAFA that women report sexual assault to get out of trouble. Upon review of training materials, the Department did not find evidence that collateral misconduct misperceptions were now being addressed.

Training curriculum was assessed during previous APYs. During APY 12-13, a push to implement training evaluations through the use of surveys, clickers, and trend data was led by the Analyst on the Commandant’s Special Issues Team. In January 2013, a USAF-level Integrated Process Team reviewed SAPR Accessions curriculum and conducted a gap analysis. USAFA continued to work with curriculum consultants and subject matter experts for assessment and evaluation of training programs.

The Department found the training curriculum to be lacking in male victimology. The language used by USAFA staff and leadership and in training materials assumed victims were generally women. The experiences of male sexual assault victims should be understood by cadets as well as the entire USAFA community. USAFA should incorporate male victimology in SAPR training.

All currently assigned faculty and AOCs receive USAF Pre-command SAPR Training<sup>72</sup> prior to beginning of classes and all future faculty and AOCs receive the same within 30 days of reporting for duty.

### **Education (Curriculum)**

To date, USAFA has not incorporated any sexual harassment or assault prevention and awareness education into the core curricula. Some Behavioral Sciences core and majors courses address mutual respect and trust, and USAFA has begun examining how academic courses can incorporate the USAFA’s “Respect for Human Dignity” lesson objectives. The Department supports USAFA’s efforts thus far, and encourages implementing learning objectives into academic curricula that addresses sexual assault and harassment in the military. Lesson objectives should make prevention and

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<sup>72</sup> Such training should contain the same core curricula and learning objectives as the Air Force pre-command training, but be modified for relevance to USAFA faculty and staff, and reflect the cadet disciplinary system as well as the military justice system.

awareness education relevant and applicable to cadet responsibilities today and in the future as Air Force officers.

### **Mitigating High Risk Behaviors or Threats**

During APY 12-13, USAFA leadership focused on mitigating high-risk behaviors by focusing on cadet complacency to established standards of behavior. In an address to the Cadet Wing in January 2013, the Commandant of Cadets directed the cadets to focus on strict adherence to regulations, including those regarding alcohol and intimate behavior<sup>73</sup> behind closed doors, and called for a greater focus on sexual assault prevention. Holding cadets strictly accountable to violations of alcohol regulations and increasing accountability on acceptable dormitory behavior mitigates high-risk situations that are associated with sexual assault. In APY 11-12, USAFA had 23 of 52 reports of sexual assault involving alcohol, in APY 12-13 USAFA had 19 of 45 reports of sexual assault involved alcohol.

For further risk reduction measures, the Department encourages USAFA leadership to reinforce the mandatory locked-door policy<sup>74</sup> in the dormitories. This simple policy adds another layer to a more comprehensive prevention strategy, mitigating potential incidents without imposing additional resource requirements.

### ***Conclusion***

In conclusion, the Department finds USAFA is in compliance with the Prevention line of effort. The Department applauds the senior leadership's focus on strict adherence to standards and behavior. As described above, the following Prevention practices at USAFA should be sustained or improved.

### ***Sustain***

- Respect Challenge—encouraging faculty to incorporate respect messaging in classroom discussions
- Renewed focus on a culture of commitment; continued support of the Commandant's ongoing effort to improve adherence to standards

### ***Improve***

- Establishment of a permanent working group, similar in mission and composition to the Air Force CAIB/IDS, under the direction of the Superintendent or Commandant, and supported by members of the Department of Behavioral Sciences and Leadership who will provide oversight and develop a synchronized strategy that addresses prevention

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<sup>73</sup> AIR FORCE CADET WING MANUAL (AFCWMAN) 36-3501, *The Cadet Sight Picture*, 20 August 2012, para 1.4.3.3 Cadets are not authorized to engage in any form of "intimate behavior" in any room (common or otherwise) within the cadet area dormitories or facilities. "Intimate behavior" includes, but is not limited to sexual activities, fondling, kissing, cuddling, and spooning.

<sup>74</sup> AFCWMAN 36-3501, para 4.9.5.1. Doors must be locked at night while cadets are sleeping.

- Integrate learning objectives into academic curricula that address sexual harassment and sexual assault in the military
- Incorporate male victimology in SAPR training
- All currently assigned faculty and AOCs attend Enhanced Pre-Command SAPR Training prior to beginning of classes and all future faculty and AOCs receive the same within 30 days of reporting for duty
- Reinforce the locked-door policy in the dormitories

## LINE OF EFFORT 2: INVESTIGATION

### *Summary of Approach*

Investigation is the second line of effort in the DoD SAPR Strategic Plan. The objective of Investigation is to achieve high competence in the investigation of sexual assault.

The end state is where investigative resources yield timely and accurate results. The local Air Force Office of Special Investigation (AFOSI) detachment conducts all investigations of unrestricted sexual assault reports.

Victim confidence and participation is integral to a thorough investigation, and

investigative techniques must maximize the recovery of physical and testimonial evidence while minimizing the potential for victim re-traumatization. Sexual harassment allegations by cadets are addressed by the Chain of Command or Military Equal Opportunity (MEO) Office. However, from a criminal perspective, sexual harassment can be investigated by AFOSI if there is any question about the nature of the offense alleged. The investigation by AFOSI into sexual harassment concludes only when it is determined that the underlying act was a non-criminal act of sexual harassment and not sexual assault. USAFA is in compliance with the Investigation line of effort.

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### *Status of Compliance Line of Effort 2:*

*In Compliance*

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### **Relationship and Collaboration between AFOSI and Academy**

AFOSI agents at USAFA work very closely with USAFA leadership, in particular with the Superintendent, the Staff Judge Advocates (SJA), the Commandant of Cadets, and the SARC. AFOSI agents are participants on the Academy Response Team (ART) Case Management Group, where they provide a regular update to the Superintendent. The AFOSI agents attend a bi-monthly briefing to the Commandant of Cadets, where the disciplinary actions are reviewed. On a regular basis, AFOSI agents interact with the Vice Commandant of Culture and Climate, the SARC, and SAPR VAs to discuss case status, receive sexual assault reports, and/or discuss training needs or take training. The Department commends the close working relationship between AFOSI and the USAFA leadership, SJA, and the SARC. Feedback received at the on-site assessment indicated the collaboration has broadened understanding of roles and ultimately improved each case.



### **USAFA AFOSI Approach to Victim Communications (improving participation and confidence)**

When AFOSI initially meets with a victim, the AFOSI agent explains the investigative process, the VWAP resources, and discusses with the victim the anticipated timeline and challenges to that timeline. AFOSI agents require witnesses to sign a form stating they will not disclose any details discussed during the interview.

When AFOSI investigates a subject, a notification letter is sent to the subject's commander. AFOSI does not typically notify the victim's commander as that is usually done by the SARC. Notifications are provided to the Superintendent and the Commandant of Cadets as well.

### **AFOSI Special Training**

All ten AFOSI personnel at USAFA have received specialized training on sexual assault investigations. AFOSI agents spoke about a course at the Federal Law Enforcement Training Center (FLETC) that was particularly beneficial; they learned cognitive interviewing skills, victimology, policy, and the role of SJAs in investigations. There were also mock crime scenes and training on specialized tools (to include alternate light systems and other techniques to identify and preserve evidence).

In the past, AFOSI agents, SJAs, and other first responders have attended an annual Sexual Assault Investigations Training Conference at AFOSI 8<sup>th</sup> Field Investigations Region at Peterson Air Force Base in Colorado Springs, Colorado. The course was not held this year due to funding constraints. Should other similar opportunities arise, the Department encourages attendance at sexual assault-specific training.

AFOSI personnel at USAFA also participate in weekly refresher training. During a regularly scheduled time, recent issues are addressed and agents participate in skill development discussions and exercises.

### **Timely and Accurate Results in Investigations**

AFOSI agents at USAFA work closely with SJAs and the SARC—from the time an Unrestricted Report is made—ensuring Reports of Investigation (ROI) are completed as expeditiously and thoroughly as possible and the victim is kept apprised throughout the investigation. This includes judge advocates reviewing Investigative Plans, assisting in formulating questions for victim, subject, and witness interviews, meeting regularly to discuss the status of the investigation and the steps that need to be taken, discussing search and seizure and other evidentiary issues, and any other issues that arise. When an investigation is particularly complicated or has a large number of witnesses to interview and forensic evidence to analyze, JA will conduct their interview process simultaneous to the OSI investigatory process. Consulting with JA from this early point in the investigation process expedites both the investigation and judicial processes. OSI has a good working relationship with the local hospital (Memorial Hospital),

ensuring sexual assault forensic exams (SAFE) are immediately received by OSI for processing. OSI agents typically use U.S. Army Criminal Investigation Laboratory (USACIL) for processing SAFEs. When USACIL is unable to provide analysis reports for time-sensitive cases, AFOSI agents research and utilize labs that are able to provide results within a case's time requirements.

In the recent years, investigations conducted by AFOSI agents at USAFA have increased commensurately with the increase in sexual assault reports. Last year, AFOSI also assumed investigative responsibility for both felony-level and misdemeanor-level sexual assault allegations. Despite the increase in the number investigations, AFOSI manpower resources have remained static and have not affected the quality of investigations—due in part to operational efficiencies and greater collaboration between AFOSI and JA. However, as mission demands continue to increase, AFOSI should ensure they enough resources dedicated to USAFA to continue providing thorough and timely investigations.

### **Conclusion**

In conclusion, the Department finds USAFA is in compliance with the Investigation line of effort. The AFOSI staff at USAFA is well trained and work closely with USAFA leadership to keep them informed during all investigations of Unrestricted Reports of sexual assault. The AFOSI agents and personnel have successfully managed a heavier workload with the same resources, and the quality of investigations has not appeared to suffer as a result. As described above, the following investigation practices at USAFA should be sustained or improved.

### **Sustain**

- Close coordination between AFOSI, JAG, USAFA leadership, and SARC
- Strategic resource management to handle the increase in investigations with same manpower resources

### **Improve**

- Encourage attendance at training opportunities similar to the Region 8 sexual assault investigators training course
- As reports of sexual assault increase, ensure manpower is adequate to meet mission demands

## **LINE OF EFFORT 3: ACCOUNTABILITY**

### **Summary of Approach**

Holding offenders appropriately accountable is the objective of the Accountability line of effort. The DoD provides a fair and equitable system of accountability that promotes justice and assists in maintaining good order and

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### **Status of Compliance Line of Effort 3:**

*In Compliance*

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discipline. Attorneys and commanders are a critical part of this system of accountability and are the center of gravity to the third line of effort. Commanders have the responsibility of establishing good order and discipline, holding perpetrators appropriately accountable, and establishing a climate that is intolerant of behaviors that condone or ignore sexual harassment and sexual violence. Attorneys (the SJAs and prosecutors) promote justice through their support to the military justice system—either directly to the Superintendent and Commandant of Cadets, when prosecuting a sexual assault case or other crime under the UCMJ, or supporting a victim or defendant. USAFA is in compliance with the Accountability line of effort.

### **SAPR and POSH Program Oversight**

The USAFA Superintendent provides oversight of and guidance to USAFA sexual harassment and sexual assault prevention and response efforts. The Superintendent chairs the ART Case Management Group every month. The ART provides sexual assault case and victim updates to the Superintendent and SAPR personnel. The ART is attended by the Commandant of Cadets, the Dean of Faculty, the Director of Athletics, the SJA, the Vice Superintendent, the SARC, and the Vice Commandant of Climate and Culture. In addition to the current participants on the ART, USAFA should include MEO representatives. USAFA is also encouraged to formalize MEO involvement at USAFA through other working groups such as the to-be-established CAIB/IDS. MEO can provide valuable insight to the command climate and their participation can enhance prevention efforts.

### **Role of and Support from Specially Trained Professionals**

USAFA is the first MSA to provide legal counsel to victims of sexual assault (as this program was established as a DoD pilot program in USAF). The Air Force SVC<sup>75</sup> was established during APY 12-13, and the SVC attorneys providing services to USAFA were immediately employed and assigned cadet victims from USAFA. The SAPR VAs, SJAs, and USAFA leadership rely heavily on the SVC attorneys to explain the legal process, provide updates to the victim, and ultimately improve victim confidence in the legal system. The SVC attorneys are able to provide victims personal legal advice and assistance. Prior to the establishment of the SVC program (which occurred January 2013), trial counsel and victim witness assistance personnel worked closely with victims to explain and help them through the justice process, in conjunction with the SAPR VA and SARC. Feedback received during the assessment was that the victims appreciated the SVC program for providing “someone to go to” and helping them feel less isolated. Based on initial feedback from the Air Force, the SVC program appears to benefit victim confidence, victim participation, and victim representation in the military justice process.

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#### ***Promising Practice:***

*Use of Special Victims Attorney to represent and assist victims throughout justice process*

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<sup>75</sup> SVC provides legal advice and representation to the victim throughout the justice process.

### **Attorney Special Training**

Attorneys at USAFA have attended multiple specialty courses on sexual assault. During APY 12-13, SJAs, trial counsel, and trial defense attorneys participated in a variety of courses, including the annual Keystone Conference; FLETC courses on interviewing techniques; a Newport, RI course on prosecuting sexual assault crimes; Special Victims Course at Ft. Leonard Wood, MO; DOJ-sponsored seminars on sexual violence and victimology; USAFA SARC-sponsored training; and Air Force JAG courses, including a mock trial for sexual assault. Attorneys in particular commended the courses taught by military sexual assault experts Anne Munch, Russell Strand, and Veraunda Jackson.

SVC attorneys also took the Special Victims Course at Ft. Leonard Wood, MO, as well as additional training at the JAG school at Maxwell Air Force Base, AL.

During the on-site assessment, it was suggested that USAFA SARCs and SAPR VAs receive joint training with legal counsel so the legal process is properly represented and communicated to the victim throughout the victim's recovery process.

### ***Conclusion***

In conclusion, the Department finds USAFA is in compliance with the Accountability line of effort. As described above, the following accountability practices at USAFA should be sustained or improved.

### ***Sustain***

- Early collaboration between JA and AFOSI
- Integration of Special Victims Counsel into USAFA accountability efforts

### ***Improve***

- Formalize EO involvement at USAFA (i.e., ART and other formal working groups)

## **LINE OF EFFORT 4: ADVOCACY/VICTIM ASSISTANCE**

### ***Summary of Approach***

Advocacy and Victim Assistance is the fourth line of effort in the DoD SAPR Strategic Plan. Delivering consistent and effective victim support, response, and reporting options is the objective, while the end state is providing high quality services and support to instill confidence and trust, strengthen resilience, and inspire victims to report. Victims need to be offered medical care, counseling, legal assistance, and victim witness assistance, all in a safe environment that encourages reporting and respects confidentiality. Critical to

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### ***Status of Compliance Line of Effort 4:***

*In Compliance*

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successful advocacy and victim assistance are trained and knowledgeable professionals who are known and available to cadets and whose services and programs inspire victim reporting. USAFA is in compliance with the Advocacy/Victim Assistance line of effort.

### **Victim Advocacy Services**

The cadets at USAFA benefited from a committed, yet under-resourced, staff that provides direct victim advocacy services. One SARC was assigned to provide around-the-clock response to all reports of sexual assaults—whether they be cadets, preparatory school cadet candidates, 10<sup>th</sup> ABW airmen, or from the geographically separated unit in Pueblo, CO. The SARC provided training to cadets, first Responders, faculty and staff, USAFA leadership, volunteers, Cadet Club Officers in Charge, sponsor families, and sports camps, among others. The SARC provided 78 different training courses during APY 12-13. The lead SARC was supported by an assistant SARC until November 2012. The assistant SARC was a trained SAPR VA performing SARC duties when the lead SARC was unavailable. The assistant SARC was responsible for coordinating and scheduling all SAPR training at USAFA. Two SAPR VAs positions provide support and advocacy to victims, advise Personal Ethics and Education Representatives (PEER) advocates, attend meetings, and support training needs. At the time of the assessment, only one of two SAPR VA positions were filled and there was not a replacement yet identified for the assistant SARC.

An open action item from APY 10-11 calls to establish a SARC position to support other units. As of the assessment and report publishing, USAFA had not hired a second SARC. The Department remains concerned that the cadets as well as the USAFA community do not have reliable access to victim support services 24/7. The USAFA SAPR office remains critically under-resourced, requiring the sole SARC to transition several times in one day from working with a victim one minute, to training cadets or staff, and then directing a case management meeting. This must be done without breaks and while on-call at night and on the weekends, and makes sustainment of victim support very challenging for the SARC.

Another action item from APY 10-11 was to consider training volunteer SAPR VAs and/or additional full-time staff to work with victims originating within the 10th ABW, the Preparatory School, and the Pueblo County populations. The Wing Commander at the 10th ABW received guidance during APY 12-13 allowing volunteer SAPR VA support. Trained volunteer support should be implemented so the 10th ABW and other populations can have dedicated resources and the cadet SAPR VAs can focus on cadet victim services.

USAFA should fully staff the USAFA SAPR office as soon as possible, as well as work with the 10th ABW leadership to establish SARC and SAPR VA positions that focus on non-cadet populations. When implementing this recommendation, USAFA should determine whether victims have guaranteed 24-hour access to victim services. At a minimum, the Safe Helpline should be utilized in the event a SARC or SAPR VA cannot



be on call and therefore the Safe Helpline should be publicized as another resource for victims. USAFA should appoint a dedicated SAPR training resource. As victim reporting increases, a SARC and/or SAPR VA has less time available for curriculum development and to coordinating and conduct training sessions. A dedicated training resource would allow the SARC and SAPR VAs to focus on victim advocacy.

The USAFA SAPR office has implemented several innovative techniques in support of victims. Borrowing a term from the medical field, the SARC and SAPR VAs introduced the practice of sexual assault victim “hot spotting,” whereby victim care and advocacy is extended beyond the typical assistance. The SARC and SAPR VAs work with the “whole” cadet, taking measures to protect privacy and the physical and emotional health and safety of the cadet. The SARC and SAPR VAs may facilitate, on behalf of a cadet, consultations with dieticians for nutritional issues, consultations for sleeping problems, securing appointments off and on campus for certain kinds of medical assistance, or helping the victim change or rearrange his or her schedule when the victim and the subject are in the same class or frequently see each other. The SARC and SAPR VAs also help coaches, faculty, and staff understand a victim’s experience and identify the “red flags” that indicate a cadet needs more help. Grounding Kits were created in APY 12-13 to provide soothing items that might aid victims in recovery. USAFA SAPR continued to improve the “eSARC” program that further encourages restricted reporting by using cadet-preferred communication channels (e.g., cell phone texting and emailing).

The PEER Program plays an important role in victim assistance. The mission of PEER Program is to provide a supportive environment for cadets. PEER Advocates are cadets who are identified in each squadron. They attend two days of training and are required to attend monthly refresher training.

PEER Advocates are the “eyes and ears” to the USAFA SAPR personnel. PEER Advocates support the CW through education, outreach, listening, and referral to help cadets make healthy lifestyle choices. They are not counselors or SAPR VAs, but rather peer educators who are trained to observe warning signs and suggest use of helping resources, act as models for healthy lifestyle choices, and up channel concerns to SAPR personnel. Cadets are more likely to go to people they know—their peers—after experiencing sexual assault or harassment. During APY 12-13, there were over 125 PEER Advocates, and 32 PEER Advocates were added to the athletic department.

USAFA cadets may receive medical care from Memorial Hospital and group counseling services from TESSA, a local civilian agency for sexual assault and domestic violence assistance. USAFA has Memoranda of Understanding with TESSA and with Memorial Hospital to provide this care. During APY 12-13, there were no instances where SAFE kits or other needed supplies were unavailable at the time of victim’s exam.

### **Cadet Awareness of Victim Advocacy Services (SAPR Outreach)**

USAFA SAPR staff should be commended for their outreach to cadets through SAPR training and initiatives including Sexual Assault Awareness Month (SAAM). There have also been tremendous efforts to increase the number of reports and to reduce the amount of time elapsed between incident and report.

During APY 12-13, cadets led the SAAM campaign development and implementation. USAFA SAPR acted in an advisory capacity, providing resources and oversight but allowing ownership to be retained by the cadet volunteers. Cadets recruited 125 cadet volunteers, devised a campaign called “No Excuses” and focused each week of SAAM on a different sexual assault theme—victim, prevention, bystander, and support. Several events were held, including a “Walk a Mile in Their Shoes” event, a movie night, and a “Wings of Blue” cadet parachute team event where the team dropped onto the terrazzo at noon meal formation on behalf of victims with a narrator to talk about who they represented as they descended. The cadets created a USAFA SAPR “No Excuses” Facebook page where they posted articles, prevention/awareness videos, and “commercials” that the cadet team created. They held a contest using the Facebook page, the cadet squad with the highest number of “likes” won a prize. The highlight of the campaign was a 25-minute “No Excuses” video created by the cadets, featuring testimonials of sexual assault victims (including cadet victims). The video was shown at the USAF SARC Training Conference and received laudatory comments.

The Department commends the USAFA SAPR office for encouraging and supporting cadet involvement in SAAM. Cadet ownership of these issues is crucial to increasing awareness of sexual assault and creating an environment free from sexual assault.

During the week leading up to Spring Break, the USAFA SAPR Office teamed with the PPC to run the Spring Break Awareness Program. The SAPR Office determined that spring break is a time of high vulnerability for sexual assaults. Therefore, the SAPR Office and PPC established a presence for three days at Fairchild Hall (where classes are held) and set up displays, information tables manned by cadet PEER Advocates, SARC staff, and PPC staff. Education and awareness focused on alcohol abuse, sexually transmitted diseases, and safe sex. Promotional items were given away and SAPR and PPC staff served as resources to answer questions and promote a safe spring break.

Despite these positive initiatives and increased cadet participation, USAFA leadership and the SAPR staff recognize there is a negative perception associated with the SAPR office, the SARCs, and SAPR VAs. During APY 12-13, the USAFA SAPR office began exploring ways to change the perception. One such way was using other faculty and staff at USAFA to deliver anti-sexual assault messages. They reduced emphasis on risk reduction training, as research indicates an unintended effect of this training is victim blaming. The SAPR staff also deferred to military attorneys to teach the topic of “consent” given the legal issues involved.

### **Training: SARCs, SAPR VAs, Service Providers, PEER Advocates, EO Officers**

Anyone who works with cadets at USAFA is trained on SAPR principles by USAFA SAPR staff. The SARC at USAFA attended the new SARC Course at Maxwell Air Force Base and the SAPR VAs attended the USAF SAPR VA Training at nearby bases. All assigned SARC and SAPR VAs at USAFA are certified through the DoD Sexual Assault Advocate Certification Program (D-SAACP).

During APY 12-13, PPC staff received their regularly assigned SAPR training. The Mental Health Flight Commander completed annual sexual assault training. The Substance Abuse Prevention and Treatment Program Officer in Charge completed computer-based sexual assault training for medical providers during APY 12-13.

The Chaplains at USAFA received USAFA SAPR training and have taken additional courses specific to chaplaincy, to include a three-day “Pastoral Case for Sexual Assault Victims” course.

DoD MEO policy calls for personnel not assigned to MEO billets who are involved in investigating sexual harassment complaints, providing sexual harassment prevention training or working in victims' assistance and support programs to receive the training necessary for them to carry out these MEO-related duties. USAFA should submit the locally produced POSH-developed training plans, used by such personnel to the DEOMI, for review and comment consistent with DoD policy.

While not a traditional victim advocacy service provider role, some officer, enlisted, and civilian representatives (to include those leading off-campus activities) may be in a situation where they are the only resource to direct a victim to SAPR services. For example, an athletic team traveling to a game may require victim services for a team member. USAFA should identify the appropriate level of sexual assault response training and explanation of their responsibilities to all personnel who may be in a situation where they are a sole provider of SAPR services so they are prepared in case a sexual assault occurs.

### ***Conclusion***

In conclusion, the Department finds USAFA is in compliance with the Advocacy/Victim Assistance line of effort. The Department commends the dedicated USAFA SAPR staff, but encourages USAFA leadership to fully resource SAPR at USAFA and 10th ABW to avoid interrupted victim advocacy services to victims. As described above, the following recommendations advocacy/victim assistance practices at USAFA should be sustained or improved.

### ***Sustain***

- Cadet involvement in Sexual Assault Awareness Month (SAAM)
- Efforts to reduce the amount of time elapsed between incident and report
- Work to increase victims engaging in initial and follow up health care services

### *Improve*

- Establish SARC and VA positions at 10th ABW
- In accordance with applicable regulations, train and assign volunteer SAPR VAs as interim solution
- Fully staff the SAPR office
- Ensure 24-hour access to victim services and publicize/utilize Safe Helpline
- Appoint a dedicated SAPR training resource that would allow the SARC and SAPR VAs to focus on victim advocacy
- Ensure all personnel investigating sexual harassment complaints, providing sexual harassment prevention training or working in victims' assistance and support programs, receive the training necessary for them to carry out their MEO-related duties
- Submit the locally produced POSH-developed training plans to the DEOMI for review and comment consistent with DoD policy
- Identify appropriate level of sexual assault response training and procedures and provide on an annual basis to officer, enlisted, and civilian representatives (to include those leading off-campus activities)

## **LINE OF EFFORT 5: ASSESSMENT**

### *Summary of Approach*

The fifth line of effort in the DoD SAPR Strategic Plan is Assessment. The Department aims to effectively standardize measure, analyze, assess, and report program successes.

Assessment is an enduring process of data collection and analytics designed to improve program effectiveness, and is embedded with the four other lines of effort. The end state is to incorporate responsive, meaningful, and accurate systems of measurement and evaluation into every aspect of SAPR programs in order to determine their effectiveness. USAFA is in compliance with the Assessment line of effort.

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### *Status of Compliance Line of Effort 5:*

*In Compliance*

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### **Outcome Based Metrics that Measure Program Performance**

USAFA collects data for analysis, with a focus on curriculum evaluation. During APY 12-13, an USAF-level Integrated Process Team reviewed SAPR Accessions curriculum and conducted a gap analysis. Also, USAFA continued working with curriculum consultants and subject-matter experts to assess and evaluate current training programs.

For meaningful program performance measurement, USAFA should develop a thorough and integrated USAFA "SAPR" strategic plan in alignment with the USAF and DoD SAPR Strategic Plans. A SAPR strategic plan should streamline and integrate the various activities and provide a centralized and comprehensive approach to reduce, with the goal to eliminate, sexual assault and harassment at the Academy. Some of the

current efforts, while showing promise, may be losing their effectiveness. Cadets stated during focus groups that the training and awareness efforts are repetitive, which makes them “numb” to SAPR training and programming. The robust response-related efforts at USAFA appear to have contributed to the increase in cadets seeking victim-related services. However, it appears less focus has been paid to creating equally robust and centrally coordinated prevention programming. A SAPR strategic plan should be informed in part by the USAF and DoD SAPR Strategic Plans, as well as the draft USAFA Gender Relations Integrated Platform (GRIP).

In their April 3, 2013 response to the Secretary of Defense memo dated December 20, 2012, USAFA endorsed a new metrics initiative for a “cross mission element gender relations assessment plan,” called the GRIP. The model aims to achieve a better understanding of the gender relations culture at USAFA, monitor curricula, activities, and events across USAFA that influence gender relations, and measure their impact. The GRIP focuses on continuous improvement—information will be collected, synthesized, and used to improve and promote a positive gender relations culture.

The GRIP initiative includes a plan to produce quarterly reports on the climate and progress in reducing related unacceptable behaviors. Curricula, activities, and events impact four broad and interrelated areas, called Areas of Impact: Institutional Commitment; Gender Related Behaviors; Learning and Development; and Cadet Commitment. The GRIP includes metrics and sources for each of the Areas of Impact, as well as thoughtful purpose statements for each metric.

The Department commends USAFA personnel for developing the GRIP assessment initiative; it is a first-of-a-kind set of metrics for USAFA leadership to evaluate progress across a wide range of initiatives and should be considered by the other MSAs. Unfortunately, SAPRO did not see any evidence that USAFA leadership were actively working to further develop or implement the GRIP or any other gender-relations metrics. The Department encourages further development of metrics initiatives, including the promising approaches contained within the GRIP. All metric initiatives should align with the USAF SAPR strategic plan and the recommended USAFA SAPR strategic plan.

### **Climate Assessment**

USAFA currently uses the *Service Academy Gender Relations* (SAGR) survey and focus groups, conducted by the Defense Manpower Data Center (DMDC), as reliable methods for climate assessment. In addition to these methods, USAFA should consider conducting command climate assessment surveys at the small unit-level (for cadets and Prep School candidates) to assess the climate for increased granularity and oversight of noncommissioned officers and squadron officers.<sup>76</sup> If implemented, USAFA should provide results of the command climate assessment surveys to the cadet leadership

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<sup>76</sup> Direction provided in the Fiscal Year 2013 National Defense Authorization Act and the Under Secretary of Defense for Personnel and Readiness Memorandum on Command Climate Assessments, dated July 25, 2013.



and to the next level up the chain of command in accordance with the May 6, 2013 Secretary of Defense direction.<sup>77</sup>

### **Conclusion**

In conclusion, the Department finds USAFA is in compliance with the Assessment line of effort. As described above, the following assessment practices at USAFA should be sustained or improved.

### **Sustain**

- Innovative approaches to complex problems, such as the assessment approaches contained within the USAFA Gender Relations Institutional Platform

### **Improve**

- Establish and implement USAFA SAPR Strategic Plan in alignment with USAF SAPR Strategic Plan
- Continue developing the draft USAFA Gender Relations Institutional Platform and align with the USAFA SAPR Strategic Plan
- Consider conducting command climate assessment surveys at the small unit-level (for cadets and Prep School candidates) and provide results of the surveys to the cadet leadership and to the next level up the chain of command

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<sup>77</sup> Direction provided in the Secretary of Defense Memorandum on Sexual Assault Prevention and Response, dated May 6, 2013. The subject provision was to be implemented by July 31, 2013.

## ASSESSMENT OF RECOMMENDATIONS FROM PREVIOUS REPORTS

The Department provided twenty-eight recommendations and actions items from the APY 08-09 and APY 10-11 Reports, five of which remained incomplete entering APY 12-13. The Department assessed the status of the five incomplete recommendations and action items. The Department found sufficient evidence to close two recommendations, while three remain open.

1. **Action:** Establish quarterly conference call with MSA SAPR and POSH Program personnel.  
**Status:** Complete.
2. **Action:** Develop outcome-based metrics to address all prevention efforts.  
**Status:** In progress. USAFA personnel drafted a comprehensive set of metrics but have not yet implemented the metrics in an assessment process.
3. **Action:** Address collateral misconduct misperceptions in training.  
**Status:** In progress. No evidence was found of correcting collateral misconduct perceptions in training.
4. **Action:** Establish a second SARC position to support other units.  
**Status:** In progress. A second SARC position has not been filled.
5. **Action:** Consider training volunteer SAPR VAs and/or additional full-time staff to work with victims originating within the Air Base Wing, the Preparatory School, and the Pueblo County populations.  
**Status:** Complete. The Wing Commander at the 10th ABW received guidance allowing volunteer support. While volunteers are not yet utilized, the Department recommends implementing volunteer support so the 10th ABW and other populations have dedicated resources and the cadet SAPR VAs can focus on cadet victim services.

USAFA must address the remaining recommendations from the APY 08-09 Report, as well as the necessary action items put forth in the APYs 10-11 and 12-13 Reports in a timely manner. USAFA must provide an update on its progress to address these recommendations with their self-assessment for APY 13-14.