

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., Maxwell, 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 on to 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 & Plante¹¹, 2007, Berkowitz, 2002¹², 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.

2002¹³, Kilmartin, 2005¹⁴). 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.

¹² Berkowitz, A.D. (2002). Fostering Men's Responsibility for Preventing Sexual Assault. In P.A. Schewe (Ed.), *Preventing Violence in Relationships: Interventions Across the Life Span*. (pp. 107-136). Washington D.C: APA Books.

¹³ Cummings, K.M., & Armenta, M. (2002). Penalties for peer sexual harassment in an academic context: The influence of harasser gender, participant gender, severity of harassment, and the presence of bystanders. *Sex Roles*, 47(5-6), 273-280.

¹⁴ Kilmartin, C. & Berkowitz, A. D. (2005). *Sexual assault in context: Teaching college men about gender*. Mahwah, NJ, US: Lawrence Erlbaum Associates Publishers, 127.

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.