



Sexual Assault Prevention And Response

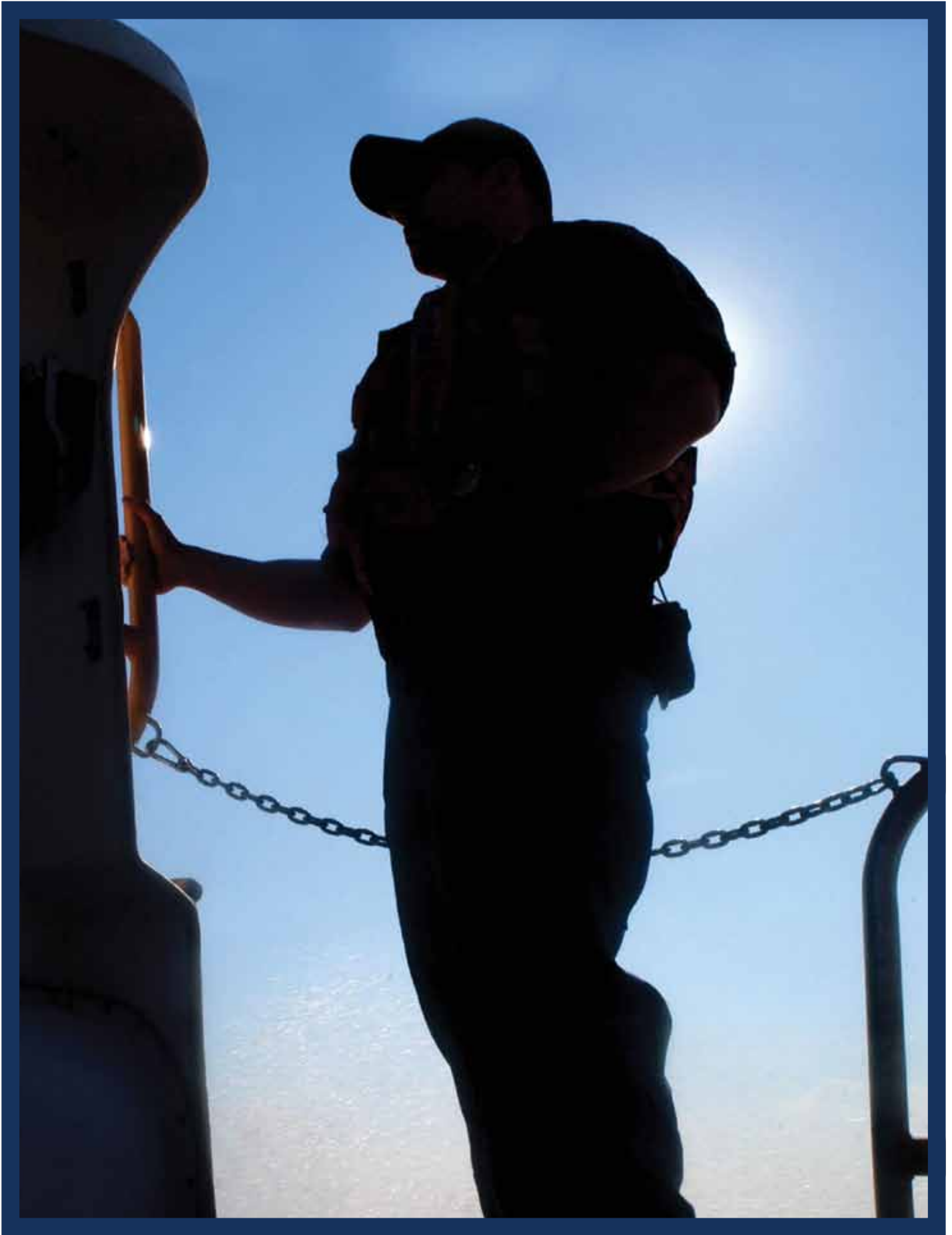
Strategic Plan
2013-2017



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FOREWORD

From the Commandant of the United States Coast Guard

The Coast Guard excels at protecting our nation against all manner of maritime threats. All of us are duty-bound to this mission, and every day we live the words of our Coast Guard Ethos: ***"I will protect them. I will defend them. I will save them. I am their shield."***

This Strategic Plan addresses a different kind of threat – that of sexual assault. But our duty, and our obligation to live the words of our Ethos, is just as clear.

As I stated in Shipmates 19, every Coast Guardsman (Active Duty, Reserve, Civilian, Auxiliary) has a duty to respect their shipmates, and that duty demands courage. We will not tolerate sexual assault in the Coast Guard. We will intervene to prevent or halt sexual assault when we see it. We will investigate and hold accountable those who have violated the law and Service policy. We will insist that all of our shipmates live by our Core Values. And we will eliminate sexual assault from our Service.

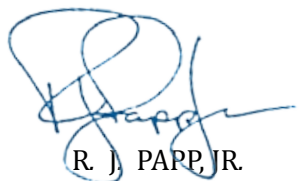
I'm normally very proud of the conduct and performance of my Coast Guardsmen, but shipmates on occasion observe others involved in questionable behavior or misconduct. In many cases a person observes or is aware of a sexual assault. Let me be clear: there are no bystanders in the Coast Guard, and leadership obligates us to take action. Our duty to respect our shipmates demands each of us have the courage to take immediate action to prevent or stop sexual assault from happening, whether at work or on liberty. If you become aware of an incident of sexual assault, or recognize the potential for one to occur, your duty as a Coast Guardsman is to intervene, prevent or halt it, and then report it. Failure to help a shipmate in those circumstances demonstrates a lack of both respect and courage that is contrary to our Core Values. I expect every Coast Guardsman will display the same courage in those circumstances as they would rescuing someone in peril on the sea.

Sexual assault is not just a violent crime against a victim. It also destroys discipline, erodes command cohesiveness, and degrades our readiness.

The Sexual Assault Prevention and Response (SAPR) Strategic Plan for Fiscal Years 2013-2017 describes our plan to eliminate sexual assault in the Coast Guard by providing a strong culture, policy and procedures for prevention, education and training, response, victim support, intimidation-free reporting, fair and impartial investigations, and accountability.

Coast Guard men and women live by high standards of conduct and adherence to our Core Values of Honor, Respect and Devotion to Duty. These are more than just words. Living by these standards and performing our duty requires personal commitment and courage. This is our duty. Our shipmates deserve nothing less.

Stand a taut watch. Semper Paratus.



R. J. PAPP, JR.
Admiral, U. S. Coast Guard



PRINCIPLES

Sexual Assault Prevention and Response

MISSION

The Mission of the Coast Guard's Sexual Assault Prevention and Response Program is simple: to eliminate sexual assault from our Service, and to ensure that if it does occur that we provide immediate and compassionate victim support; a responsive and intimidation-free reporting environment; timely, professional investigations; and accountability for those who commit this crime or who stand by and allow it to occur.

VISION

A Coast Guard where all members – Active Duty, Reserve, Civilian, and Auxiliary – live and work in a climate of trust, respect, and dignity; where all members are leaders who take prompt action to correct any activity counter to this climate; and where no member ever needs to fear the crime of sexual assault from a shipmate.

VALUES

The Coast Guard Core Values of Honor, Respect and Devotion to Duty define us. These Values are the foundation of the Sexual Assault Prevention and Response Program.



HONOR ~ RESPECT ~ DEVOTION TO DUTY



INTRO

Introduction

The crime of sexual assault is a significant problem affecting every segment of our society. It is a tragedy wherever it occurs; it is particularly incongruous with military service. It undermines our morale, degrades our readiness, damages our mission performance, and breaks our obligation to one another and our nation. *We must eliminate this crime from our Service.*

Our Service culture guides our actions as we pursue this goal. The success of Coast Guard operations has always rested on the twin pillars of *Prevention* and *Response*, and our first priority is always to prevent an incident from occurring. Whether it's a vessel casualty, a pollution incident, disruption of traffic into our ports, or the flow of illegal drugs and migrants, we have always believed it is better to prevent an incident from occurring than respond to it afterwards.

However, should those things occur, no one is better at responding than Coast Guard men and women. When storms drive others to safe harbor, we go out. We rescue those in distress, enforce the laws, and fight for our nation and our people. It is what we do.

The same must be true of our efforts to eliminate sexual assault from our Service.

Our goal is to prevent sexual assault through efforts that influence the knowledge, skills, and behaviors of all members and *stop sexual assault before it occurs*. We will focus training efforts on leadership to set a climate that is intolerant of sexual assault. We will institute continuous education about available reporting options. We will stress each individual's responsibility to care for one another. And we will ensure all members know the meaning of consent and are aware of the myths and realities about sexual assault.

In working to eradicate sexual assault from the Coast Guard, we must address all factors that enable this violent crime or impact our ability to prevent it. These factors include poor leadership and command climate, alcohol abuse, predatory behavior, bystander inaction, and inadequate knowledge and education.

And when this crime does occur, we must respond with the same zeal and compassion we bring to the most emergent search and rescue case. We must create and maintain an environment where every member knows that reports of sexual assault will be taken seriously and acted upon immediately. We must ensure that victims of this crime know the Coast Guard will protect their personal rights, their health and their safety. And we must thoroughly investigate and take appropriate action against those who perpetrate or enable this offense. Would-be assailants need to know that their criminal activity will be reported and they will be held accountable.

We must hold ourselves to a higher standard to ensure the safety and well-being of our shipmates. We will continually improve Sexual Assault Prevention and Response (SAPR) Program effectiveness and ensure a robust oversight and accountability system is in place. We will establish system-level metrics to continuously assess and evaluate outcomes against the SAPR strategic goals, and then adjust the program when necessary to ensure it remains effective and responsive.



ALIGNMENT

Strategic Alignment

The Coast Guard SAPR Model establishes a continuous improvement cycle outlining the four SAPR strategic goals: ***Climate, Prevention, Response, and Accountability.***

These goals are supported by lines of effort starting with the Commandant's ***Sexual Assault Prevention and Response Strategic Plan***, which will focus and direct our efforts. Key to those efforts is creating a ***climate*** of respect, trust and adherence to our Core Values which facilitates our prevention efforts and a ***culture*** which is intolerant of sexual assault, those who commit it, and anyone who stands idly by while it occurs. As in every activity we undertake, ***communication*** is critical. Leaders must promote dialogue that encourages awareness and intervention and removes any barriers to reporting sexual assault. Finally, we must ensure adequate ***resourcing and funding*** of SAPR programs, including education, victim advocacy, investigations, and accountability.

Cutting across all lines of effort are our Coast Guard men and women: ***Active, Reserve, Civilian, Auxiliary, and their families.*** Sexual assault has its greatest impact on our people. It destroys families and friendships and erodes command cohesiveness. Yet it is through the leadership, hard work, and compassion of our people that we will eliminate sexual assault and care for those who are victims. We are all responsible – collectively and as individuals – for eliminating sexual assault.

Assessment and Evaluation informs the entire system and is critical to our ultimate success. Through continual data collection, analysis, and assessment we can assist commanders, service providers, investigators, and judge advocates in evaluating and improving the program's efficiency and efficacy.

We are not alone in our desire to eradicate sexual assault from our midst. The Chairman of the Joint Chiefs of Staff has promulgated a Strategic Direction on SAPR to Department of Defense Services. The Coast Guard participated in development of this plan, with the Commandant signing alongside the other Service Chiefs. Our Strategic Plan is aligned with DoD efforts, as well as other internal Coast Guard efforts and Directives. It is by working together, along common lines of effort with both internal and external partners, that we can achieve our goals.



FRAMEWORK

Goals and Objectives

The Coast Guard's Sexual Assault Prevention and Response (SAPR) Program seeks to eliminate sexual assault by implementing and sustaining comprehensive SAPR strategies that focus on prevention, including awareness and cultural change, and response, including victim support, intimidation-free reporting, fair and impartial investigations, and accountability to protect the safety and well-being of all our Active Duty, Reserve, Civilian, and Auxiliary shipmates and their families.

Operational framework to fulfill and achieve the Coast Guard SAPR missions:

During fiscal years 2013-2017, the Coast Guard will focus on four SAPR strategic goals and their supporting objectives. These strategic goals, objectives, actions, and assessments help close the gap between the Coast Guard's vision and our current state.

Goal 1: CLIMATE

Create a culture intolerant of sexual assault or behaviors that enable it.

Goal 2: PREVENTION

Eliminate sexual assault in the Coast Guard through the foundation of a strong preventive culture.

Goal 3: RESPONSE

Improve the availability and quality of response support for sexual assault victims. Increase victim confidence and lessen the stigma associated with reporting.

Goal 4: ACCOUNTABILITY

Ensure those who commit sexual assault in the Coast Guard are held accountable. Improve capability and capacity for the reporting, investigation, and prosecution of sexual assault; and elevate leadership engagement in response to sexual assault.



GOAL ONE

CLIMATE

Create a culture intolerant of sexual assault or behaviors that enable it.

Sexual assault is a violent crime that is incompatible with the Coast Guard's Core Values and destroys unit cohesion and trust, essential elements for mission success and readiness. The Coast Guard's goals are to engrain intolerance of sexual assault into the culture of the organization and to ensure that all members from top leadership to the newest members and all in between engage fully to eliminate sexual assault. Leaders at every level must assess environmental risks, eliminate social stigmas, and identify early signs of predatory and high-risk behaviors, and personal vulnerabilities to sexual assault, and take timely and effective actions to mitigate them. Leaders who build a positive climate are meeting their leadership obligations while those who fail to act must be held accountable.

Objectives

Actions & Assessments

1.1. Active Leadership – Promote intrusive leadership to prevent sexual assault. Build the expectation that all personnel intervene to prevent sexual assault from occurring – there are no bystanders. Hold leaders accountable when their actions could impede proper prevention and response efforts for sexual assault. Promote innovative strategies within the SAPR program.

Develop training programs for leaders at all levels or add modules to existing leadership programs to incorporate SAPR policy and awareness.

Develop tools to share best practices amongst leaders and SAPR service providers.

Incorporate sexual assault prevention and response monitoring, measures and education into routine command training, readiness and safety forums.

Conduct leadership/climate assessments to identify deficient areas.

1.2. Risk Mitigation – Reduce risk and vulnerabilities associated with sexual assault through appropriate leader oversight, team cohesion, social responsibility, clearly established Service norms of social behavior, and responsible alcohol consumption.

Evaluate existing command climate surveys, develop new surveys as appropriate, and provide recommendations for improvement based on findings.

Support and encourage participation at all levels in Service and external sexual assault awareness activities.

1.3. Command Integration – Ensure that understanding of SAPR policies is an integral part of the sponsor and onboarding programs for personnel arriving at new commands, with particular emphasis on those transitioning from accession training to their first duty station.

Incorporate SAPR training into existing unit indoctrination programs.

Assess adequacy of personnel assignment policies in providing peer resources.

Create forums to promote effective relationships between commanders, service providers, and Service members.

1.4. Classification of Incidents – Improve collaboration with the Civil Rights Directorate to ensure coordination of training and reporting.

Analyze training curricula and command reports of investigation to ensure correct classification of incidents (sexual assault vs. sexual harassment).

1.5 Stigma Elimination – Eliminate the stigma of reporting sexual assault and seeking support if an assault occurs.

Develop a qualitative tool to analyze and track attitudes toward reporting sexual assault.

Assess policy and practice for reassignment of sexual assault perpetrators and victims.

GOAL TWO

PREVENTION

Eliminate sexual assault in the Coast Guard through the foundation of a strong preventive culture.

Eliminating sexual assault in the Coast Guard requires a strong prevention program. Sexual assault prevention, intervention, and response starts with every Commanding Officer or Officer in Charge who – through personal example – mentors subordinate commanders, leaders, and personnel at all levels. Prevention requires the early identification of high-risk behaviors and proactive, intrusive leadership to address them. Prevention also requires enhanced knowledge in order to accurately assess risks or developing situations and employ effective tools to intervene. All Coast Guard members must have a clear understanding and awareness of the SAPR Program and the importance of their individual roles and contributions towards achieving the SAPR vision to eliminate sexual assault in the Coast Guard. Recognizing that alcohol plays a key role in many sexual assaults, action is needed to focus on alcohol abuse as a potential weapon or enabler in these crimes.

Objectives	Actions & Assessments
<p>2.1. Leadership Responsibility – Provide senior leadership oversight of sexual assault prevention and response activities.</p>	<p>Establish a Flag-level Sexual Assault Prevention Council (SAPC) to advise the Commandant and oversee Service-wide SAPR efforts.</p> <p>Focus on SAPR during upcoming senior leadership conferences.</p>
<p>2.2. Training Implementation – Standardize SAPR training at accession points, establish multiple channels for annual training delivery, incorporate SAPR guidance in future leadership training and programs, and continue to implement bystander intervention training strategies.</p>	<p>Establish standard operating procedures applicable to all training centers.</p> <p>Measure compliance with and evaluate the effectiveness of all required SAPR training; adjust as appropriate.</p> <p>Assess effectiveness of bystander intervention training through climate training and case reviews.</p> <p>Develop training programs for leaders at all levels or add modules to existing leadership programs to incorporate SAPR policy and awareness.</p>
<p>2.3. Alcohol Correlation – Educate members on the correlation between alcohol use and sexual assault.</p>	<p>Analyze sexual assault incidents to better quantify the use of alcohol as a contributing factor.</p> <p>Partner with other Services and external organizations to enhance alcohol awareness efforts.</p>

GOAL THREE

RESPONSE

Improve the availability and quality of response support for sexual assault victims. Increase victim confidence and lessen the stigma associated with reporting.

Sexual assault is a traumatic experience for the victim. It is essential that he or she knows how to get professional help, from trustworthy sources, in a timely manner. Training – for the Sexual Assault Response Coordinators (SARCs), Victim Advocates (VAs), and other responders – is critical to providing quality support services. The victim must also have confidence in the reporting processes, the role of the command, and awareness of reporting options.

Objectives	Actions & Assessments
3.1. Reporting Processes – Ensure that all Coast Guard personnel know and understand sexual assault reporting options – both restricted and unrestricted – and processes.	Enforce mandated training to ensure that Coast Guard personnel have completed SAPR training within the prescribed time frame.
3.2. Victim Advocacy – Provide a VA to respond to and provide ongoing assistance for all sexual assault victims.	Increase the availability of trained VAs by establishing standards of accessibility tailored to unit type. Track competency codes for trained VAs. Track VA workload to identify trends or resource needs.
3.3. First Responder Training – Ensure that SARCs, attorneys, Coast Guard Investigative Service (CGIS) special agents, Coast Guard medical personnel, and VAs are appropriately trained.	Track special victim capability training for attorneys and CGIS special agents. Separately track Coast Guard-specific training for SARCs, VAs, and medical personnel to ensure refresher training is completed. Evaluate the Air Force Special Victim Counsel pilot program and assess building similar capability in the Coast Guard.
3.4. System Confidence – Improve the SAPR Program to effectively protect the rights and interests of all parties, lessen stigma regarding reporting, and ensure appropriate services are made available.	Track and analyze cases reported to ensure system integrity. Assess member confidence in reporting systems through new or existing surveys.

GOAL FOUR

ACCOUNTABILITY

Ensure those who commit sexual assault in the Coast Guard are held accountable. Improve capability and capacity for the reporting, investigation, and prosecution of sexual assault; and elevate leadership engagement in response to sexual assault.

The Coast Guard will protect the health and safety of all personnel who are victims of sexual assault. We will also hold those who commit sexual assault accountable for their actions while preserving the due process rights of the alleged offender. The Coast Guard will ensure professionalism and objectivity by assigning Coast Guard Investigative Service special agents to investigate all sexual assault and elevating the authority level in which sexual assault cases are adjudicated in order to promote accountability and confidence that such allegations are taken seriously. Offenders will face appropriate discipline that can include trial by court-martial for members subject to the Uniform Code of Military Justice (UCMJ), or judicial actions by civilian authorities, administrative actions, discharge from military service, and separation or dismissal from federal service. The Coast Guard will ensure adequate programmatic oversight through proper resourcing and leadership support in order to support prevention and response efforts.

Objectives	Actions & Assessments
<p>4.1. Investigation – Rapidly and thoroughly investigate every unrestricted report of sexual assault, independent of the chain of command, to guarantee freedom from undue command influence.</p>	<p>Promote familiarity with CGIS investigatory process in both leadership and general training.</p> <p>Review case files to verify compliance.</p> <p>Participate in DoD Military Criminal Investigative Organization Council to share best practices, technology and resource efficiencies.</p>
<p>4.2. Command Oversight – Ensure consistency in the prosecution of, and senior leadership awareness of sexual assault incidents.</p>	<p>Limit authority to Captain/O-6 (possessing at least special court-martial convening authority, with an assigned staff judge advocate) for initial disposition of sexual assault cases.</p> <p>Measure disposition determinations and final actions to ensure all cases are disposed of at the appropriate level. Provide means to detect if cases are not being handled per policy.</p>
<p>4.3. Fair, Just, and Timely Allegation Resolution – Address and resolve allegations of sexual misconduct at the appropriate level to ensure accountability. Ensure alleged offenders are given due process rights and appropriate support services.</p>	<p>Monitor and assess trends in UCMJ dispositions, as well as length of time from initial report to resolution.</p> <p>Ensure early coordination between investigators and judge advocates to improve timely, thorough and efficient reporting, investigations and accountability.</p>
<p>4.4. Program Oversight – Establish and sustain an effective SAPR oversight program.</p>	<p>Perform quality assurance visits of SARCs to ensure compliance with SAPR Program policy.</p> <p>Assess SAPR Program resource needs and provide resources as budget permits.</p> <p>Identify a standard set of sexual assault reporting metrics to be used Service-wide and with DoD Services.</p>

APPENDIX

Glossary of Terms

Sexual Assault: “Sexual assault” is defined as intentional sexual contact, characterized by use of force, threats, intimidation, abuse of authority, or when the victim does not or cannot consent. Sexual assault includes rape, forcible sodomy, and other unwanted indecent contact (e.g., kissing against another person’s will) that is aggravated, abusive, or wrongful (to include unwanted and inappropriate sexual contact), or attempts to commit these acts. “Consent” means words or overt acts indicating a freely given agreement to the sexual conduct at issue by a competent person. An expression of refusal or lack of consent through words or conduct means there is no consent (i.e., “no” means “no.”). Lack of verbal or physical resistance or submission resulting from the accused’s use of force, threat of force, or placing another person in fear does not constitute consent. The victim’s lack of verbal or physical resistance or submission resulting from intoxication, from unconsciousness due to sleep or alcohol consumption, or from any other conditions which render the person substantially incapacitated or substantially incapable of understanding the nature of the sexual act, declining participation in the act, or communicating unwillingness to engage in the sexual act does not constitute consent. A current or previous dating relationship shall not constitute consent. The manner of dress of the victim shall not constitute consent. (Note: These definitions are intended to be general descriptions used for training and educational purposes. Specific definitions of the elements of the sexual assault, sexual contact, and forcible sodomy offenses are found in Articles 120 and 125, UCMJ.)

Sexual Harassment: Sexual harassment is defined as unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature when submission to such conduct is made either implicitly or explicitly a term or condition of employment; submission to or rejection of such conduct is used as a basis for employment decisions; such conduct has the purpose or effect of unreasonably interfering with an individual’s work performance or creating an intimidating, hostile, or offensive working environment; and this definition also encompasses unwelcome display or communication of sexually offensive materials. Specific definitions of the elements of the sexual assault, sexual contact, and forcible sodomy offenses are found in Articles 120 and 125, UCMJ.

Sexual Assault Response Coordinator (SARC): Coast Guard member, military or civilian employee, who is trained to ensure appropriate care is coordinated and provided to victims of sexual assault; in addition, tracks the services provided to a victim of sexual assault from the initial report through final disposition and resolution. Serves as the central point of contact within a geographic area to conduct all sexual assault awareness, prevention, and response training. SARCs also train and oversee all Victim Advocates (VA) within their areas of responsibility.

Restricted Reporting: The Restricted Reporting option may be used by a service member or civilian spouse sexually assaulted by their active duty service member spouse to disclose to specific individuals on a confidential basis that he or she is the victim of a sexual assault. If the assault has been disclosed to ONLY a SARC, VA, or Health Care Provider (HCP), it shall not be reported to the chain of command or law enforcement, unless the victim consents or an established exception is exercised under COMDTINST M1754.10 (series).

Unrestricted Reporting: The Unrestricted Reporting option may be used by the service member to disclose to his or her chain of command that he or she is the victim of a sexual assault. “Service member” is defined as Coast Guard active duty members and Coast Guard reserve members on active duty or in a drill status, unless otherwise noted. Under the Unrestricted Reporting option, the victim’s report to command authorities or to a SARC, VA, HCP, or anyone else, shall be reported to CGIS.

Victim Advocate (VA): A trained advocate for the victim; a person who can provide emotional support to the victim during interviews, medical procedures, and legal proceedings. The VA may be present, but is not to participate (e.g., prompting the victim) during the interview process. In coordination with the SARC, the VA may provide liaison assistance with other organizations/agencies on victim care matters. VAs report directly to the SARC when performing VA duties. Under certain conditions, VAs may be required to testify at a judicial proceeding but do not maintain any type of records or files.



For more information about the Sexual Assault Prevention
and Response (SAPR) Program, go to:

www.uscg.mil/sapr