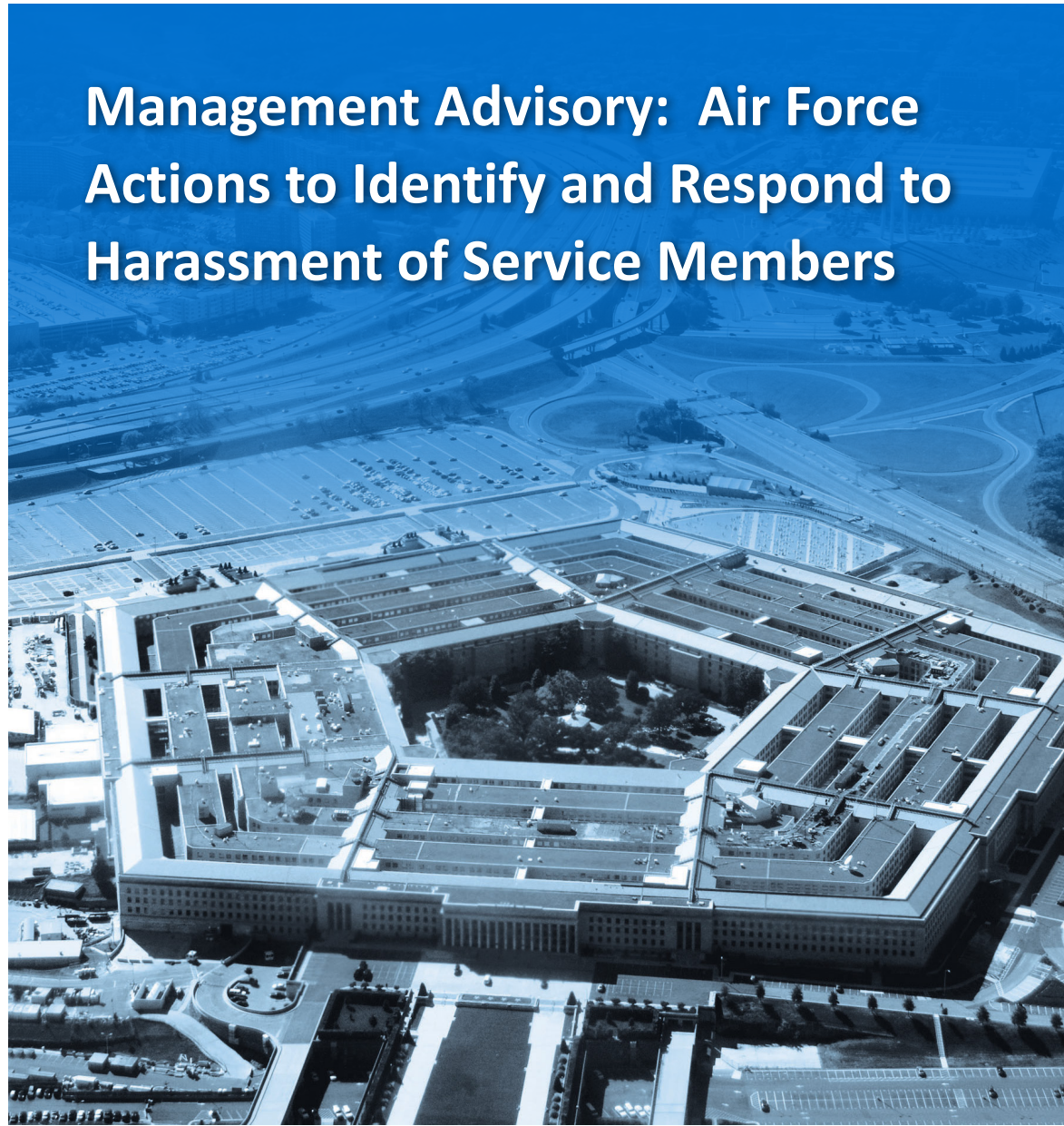




INSPECTOR GENERAL

U.S. Department of Defense

APRIL 4, 2025



Management Advisory: Air Force Actions to Identify and Respond to Harassment of Service Members

INDEPENDENCE ★ INTEGRITY ★ EXCELLENCE ★ TRANSPARENCY





OFFICE OF INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
4800 MARK CENTER DRIVE
ALEXANDRIA, VIRGINIA 22350-1500

April 4, 2025

**MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR PERSONNEL
AND READINESS
AUDITOR GENERAL, DEPARTMENT OF THE AIR FORCE**

**SUBJECT: Management Advisory: Air Force Actions to Identify and Respond to Harassment
of Service Members (Report No. DODIG-2025-082)**

This final management advisory identifies observations made during the DoD Office of Inspector General's (DoD OIG) "Evaluation of the Air Force's Actions to Identify and Respond to Harassment of Service Members." We previously provided copies of the draft management advisory and requested written comments on the recommendations. We considered management's comments on the draft management advisory when preparing the final advisory. The management comments are included in this advisory.

The Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services, agreed with the recommendations presented in this management advisory; therefore, we consider the recommendations resolved and open. We will close the recommendations when they provide us documentation showing that all agreed-upon actions to implement the recommendations are completed. Therefore, within 90 days please provide us your response concerning specific actions in process or completed on the recommendations. Send your response to [REDACTED].

The objective of this evaluation was to determine the effectiveness of the Air Force's actions to identify and develop action plans to respond to harassment of Service members, in accordance with Federal and DoD policies. This evaluation focused on integrated primary prevention workforce (IPPW) officials' and squadron commanders' use of Defense Organizational Climate Survey (DEOCS) results, command climate assessments (CCAs), and comprehensive integrated primary prevention (CIPP) plans to identify and respond to harassment. In addition, we reviewed DoD and Air Force instructions and the oversight processes of the Office of the Under Secretary of Defense for Personnel and Readiness and Headquarters Air Force.

DoD Instruction (DoDI) 1020.03, "Harassment Prevention and Response in the Armed Forces," states that the DoD does not tolerate or condone harassment and that harassment is fundamentally at odds with Service members' obligation to treat others with dignity and respect.¹ In December 2022, DoDI 6400.11, "DoD Integrated Primary Prevention Policy for

¹ DoDI 1020.03, "Harassment Prevention and Response in the Armed Forces," February 8, 2018 (Incorporating Change 2, December 20, 2022).

Prevention Workforce Leaders,” established the IPPW.² IPPW officials identify and integrate CCA data, as well as evaluation findings from various sources on harmful behaviors, including harassment, to develop a CIPP plan.³ The DoD uses CCAs to help commanders identify areas of improvement and take action to address command climate challenges, including harassment. CCAs include DEOCS results, interviews, focus groups, observations, and administrative records.

The Air Force implemented DoDI 6400.11 requirements in “Department of the Air Force Guidance Memorandum to Department of the Air Force Instruction (DAFI) 90-5001, ‘Integrated Resilience,’ ” by establishing roles and responsibilities for the integrated primary prevention personnel and identifying requirements for addressing primary prevention of harmful behaviors, including harassment.⁴ The Air Force administers a DEOCS at the squadron level as part of its annual CCA activities, and IPPW officials incorporate the results of the annual CCAs into installation-level CIPP plans.

We selected 14 squadrons at 5 Air Force installations to evaluate the installation-level IPPW and squadron commanders’ processes for combating harassment, and to determine their electronic and physical access to command climate data.⁵ To select specific Air Force installations, we analyzed DEOCS risk rating data collected and managed by the Office of the Under Secretary of Defense for Personnel and Readiness, Office of Force Resiliency. In addition, we met with IPPW officials and analyzed CIPP plans for each of the five installations to determine how they were using the results of CCAs to address harassment concerns on their installations. We also analyzed DEOCS results reports for the 14 squadrons and met squadron officials to discuss any initiatives or actions they had taken to address risk factors identified in the DEOCS or CCA results.

IPPW officials and squadron commanders generally used CCAs to identify Service members’ harassment concerns. However, IPPW officials and squadron commanders did not effectively use available data to develop action plans to respond to harassment concerns. Specifically, we determined that squadron commanders or CCA administrators at all 14 squadrons did not have access to their previous DEOCS results, as required by DoDI 6400.11 and the July 2024 revision to DAFI 90-5001.⁶ For example, an Air Force base squadron’s CCA administrator was unable to access the previous DEOCS reports and could view only the DEOCS results he administered. Without having access to previous DEOCS results, commanders and CCA administrators may not have insight into systemic harassment issues during squadron commander transitions. According to DoDI 6400.11, at minimum, IPPW officials, CCA administrators, unit commanders,

² DoDI 6400.11, “DoD Integrated Primary Prevention Policy for Prevention Workforce and Leaders,” December 20, 2022 (Incorporating Change 1, April 4, 2023).

³ According to DAFI 90-5001, the CIPP plan replaced the previous community action plan.

⁴ “Department of the Air Force Guidance Memorandum to Department of the Air Force Instruction DAFI 90-5001, ‘Integrated Resilience,’ ” August 2, 2023.

⁵ The five Air Force installations selected for our evaluation were Goodfellow, Holloman, Sheppard, Tinker, and Travis Air Force bases.

⁶ During our evaluation, the Assistant Secretary of the Air Force (Manpower and Reserve Affairs) substantially revised DAFI 90-5001 in July 2024 to incorporate the DoDI 6400.11 integrated primary prevention requirements. For this evaluation, access includes visibility of both physical and electronic versions of DEOCS and CCA results.

and the next higher level of command must be able to access current and past aggregated CCA results and CIPP plans for the units or organizations under their purview. This occurred, in part, because Air Force officials relied on the IPPW officials' access to the DEOCS portal, which may strain IPPW officials at larger installations who would have to address previous DEOCS results requests. For example, an IPPW official at one Air Force base stated that with only four IPPW officials to support DEOCS assistance for 148 units, IPPW requirements were difficult to complete along with other required programmatic duties, such as CIPP plans. Additionally, Air Force officials in the 14 squadrons we reviewed did not develop a records retention plan to keep previous DEOCS results and CCA information physically or electronically accessible to squadron commanders and CCA administrators during the annual DEOCS window or a change of command to assist in complying with the access requirement of DoDI 6400.11.

We also determined that IPPW officials did not consistently include how the squadrons' top DEOCS risk factors would be addressed in any of the five installation CIPP plans we evaluated. Specifically, we determined that none of the five installation CIPP plans included the top DEOCS installation-wide risk factors in the CIPP plan's risk factors section or the list of problems to be addressed and goals section. For example, IPPW officials at one Air Force base did not include any of the top DEOCS installation-wide risk factors in the CIPP plan sections we analyzed. In addition, we found that IPPW officials did not address DEOCS risk factors that did not meet scoring benchmarks for the individual squadrons, as required by DoDI 6400.11 and DAFI 90-5001. For example, an Air Force base's CIPP plan listed the DEOCS risk factors in the risk and protective factors section; however, none of the five CIPP plans addressed the DEOCS risk factors that did not meet scoring benchmarks in the list of problems to be addressed or goals. Both DoDI 6400.11 and DAFI 90-5001 state that CIPP plans must specifically outline how DEOCS factors that do not meet scoring benchmarks will be addressed.⁷ This occurred because Air Force officials stated that the DEOCS is conducted at the squadron level, while the CIPP plan is developed as an installation-wide plan. Additionally, based on our review, DAFI 90-5001 does not require IPPW officials to include all DEOCS results for all echelons in the CIPP plan or indicate how DEOCS risk factors relate to the CIPP plan's goals and initiatives.

Without further improvement to the Air Force's practices to respond to harassment, Air Force officials may not be effectively addressing Service members' harassment concerns, which negatively affect mission readiness. For example, according to a 2021 RAND report, sexual harassment is a serious threat to long-term mission readiness.⁸ Additionally, DoDI 1020.03 states that harassment jeopardizes combat readiness and weakens trust within the ranks.

⁷ According to DoDI 6400.11, scoring benchmarks are established annually for DEOCS factors by the Executive Director, Force Resiliency.

⁸ RAND Report, "Effects of Sexual Assault and Sexual Harassment on Separation from the U.S. Military," March 2021. The DoD contracted with the RAND Corporation to provide an independent evaluation of sexual assault, sexual harassment, and gender discrimination across the Services.

Recommendations, Management Comments, and Our Response

Recommendation 1

We recommend that the Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services, revise Department of the Air Force Instruction 90-5001, “Integrated Resilience,” to require:

- a. **A records retention plan to ensure compliance with DoD Instruction 6400.11, “DoD Integrated Primary Prevention Policy for Prevention Workforce and Leaders,” and Department of the Air Force Instruction 90-5001, “Integrated Resilience,” requirements that command climate assessment administrators and incoming commanders have access to current and the previous 5 years’ Defense Organizational Climate Survey results for the organizations under their purview.**

Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services Comments

The Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services, agreed and stated that the Air Force Integrated Resilience Directorate (AF/A1Z) is rewriting DAFI 90-5001, with an estimated publication date of July 2025. The rewritten DAFI 90-5001 will include the provision to maintain 5 years of DEOCS results.

Our Response

Comments from the Deputy Chief of Staff met the intent of the recommendation; therefore, the recommendation is resolved but will remain open. We will close the recommendation after we verify the implementation of the policy for a record retention plan ensuring that command climate assessment administrators and incoming commanders have access to current and the previous 5 years’ DEOCS results for the organizations under their purview.

- b. **Air Force Integrated Primary Prevention Workforce officials to require that Defense Organizational Climate Survey results for all echelons be included in the Comprehensive Integrated Primary Prevention Plans. Additionally, the revised policy should require Air Force Integrated Primary Prevention Workforce officials to indicate how Defense Organizational Climate Survey risk factors relate to the Comprehensive Integrated Primary Prevention Plan goals and initiatives.**

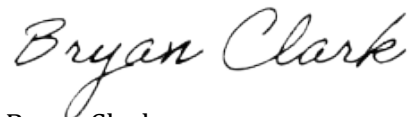
Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services Comments

The Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services, agreed and stated that the AF/A1Z is rewriting DAFI 90-5001, with an estimated publication date of July 2025. The rewritten policy will include the requirement that DEOCS risk factors be included in CIPP plan goals and initiatives.

Our Response

Comments from the Deputy Chief of Staff met the intent of the recommendation; therefore, the recommendation is resolved but will remain open. We will close the recommendation after we verify the implementation of the policy to require that DEOCS results for all echelons be included in CIPP plans.

If you have any questions or would like to meet to discuss the evaluation, please contact [REDACTED]. We appreciate the cooperation and assistance received during the evaluation.

A handwritten signature in black ink that reads "Bryan Clark". The signature is written in a cursive, flowing style.

Bryan Clark
Assistant Inspector General for Evaluations
Programs, Combatant Commands, and Operations

Management Comments

Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services Comments



**DEPARTMENT OF THE AIR FORCE
HEADQUARTERS UNITED STATES AIR FORCE
WASHINGTON DC**

24 March 2025

MEMORANDUM FOR DEPARTMENT OF DEFENSE INSPECTOR GENERAL

FROM: AF/A1

FROM: HQ USAF/A1Z
1040 Air Force Pentagon
Washington, DC 20330-1040

SUBJECT: Department of the Air Force Response to DoD Office of Inspector General Draft Report, "Management Advisory: Air Force's Actions to Identify and Respond to Harassment of Service Members" [REDACTED]

1. This is the Department of the Air Force response to the DoDIG Draft Report, "Management Advisory: Air Force's Actions to Identify and Respond to Harassment of Service Members" [REDACTED]. The DAF agrees with the report as written.
2. The AF/A1 will correct issues identified in this report, and develop and implement a corrective action plan outlined in the following recommendations:

RECOMMENDATION 1.a: The DODIG recommends that the Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services, revise Department of the Air Force Instruction (DAFI) 90-5001, "Integrated Resilience," to require a records retention plan to ensure compliance with DoD Instruction 6400.11, "DoD Integrated Primary Prevention Policy for Prevention Workforce and Leaders," and Air Force Instruction 90-5001, "Integrated Resilience," requirements that command climate assessment administrators and incoming commanders have access to current and the previous 5 years' Defense Organizational Climate Survey (DEOCS) results for the organizations under their purview.

DAF RESPONSE: AF/A1Z is the OPR and agrees with this recommendation. AF/A1Z is currently in a rewrite of the DAFI 90-5001 with an estimated publication of July of 2025. DAF will ensure that the provision to maintain 5 years of DEOCS results is in the policy rewrite.

Estimated Completion Date: July 2025

RECOMMENDATION 1.b: The DODIG recommends that the Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services, revise DAFI 90-5001, "Integrated Resilience," to require Air Force Integrated Primary Prevention Workforce officials to require that Defense Organizational Climate Survey results for all echelons be included in the Comprehensive Integrated Primary Prevention Plans. Additionally, the revised policy should require Air Force Integrated Primary Prevention Workforce officials to indicate how Defense Organizational Climate Survey risk factors relate to the Comprehensive Integrated Primary Prevention (CIPP) Plan goals and initiatives.

Deputy Chief of Staff of the Air Force, Manpower, Personnel, and Services Comments (cont'd)

DAF RESPONSE: AF/A1Z is the OPR and agrees with this recommendation. AF/A1Z is currently in a rewrite of DAFI 90-5001 with an estimated publication of July of 2025. DAF will ensure that the requirement that DEOCS risk factors are included in CIPP plan goals and initiative is in the policy rewrite.

Estimated Completion Date: July 2025

3. The AF/A1 point of contact is [REDACTED]

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CAROLINE M. MILLER
Lieutenant General, USAF
Deputy Chief of Staff, Manpower,
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