

Department of Defense

Report on Child Abuse and Neglect and Domestic Abuse in the Military for Fiscal Year 2018



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Table of Contents

Table of Contents	2
List of Figures	3
List of Tables	4
List of Acronyms and Abbreviations	5
Executive Summary	6
1. INTRODUCTION	11
2. BACKGROUND	11
3. CHILD ABUSE & NEGLECT	16
3-1 CHILD ABUSE & NEGLECT INCIDENTS	18
3-2 VICTIM PROFILE.....	22
3-3 OFFENDER PROFILE	27
3-4 CHILD SEXUAL ABUSE	33
3-5 CHILD ABUSE FATALITIES.....	37
4. DOMESTIC ABUSE	38
4-1 DOMESTIC ABUSE INCIDENTS	39
4-2 SPOUSE ABUSE.....	40
4-3 INTIMATE PARTNER ABUSE.....	54
4-4 ADULT SEXUAL ABUSE.....	57
4-5 DOMESTIC ABUSE FATALITIES	60
5. EFFECTIVENESS OF THE FAMILY ADVOCACY PROGRAM	61
5-1 FAMILY ADVOCACY PROGRAM METRICS	61
5-2 SERVICE PROGRAM HIGHLIGHTS.....	63
6. PROGRAM & POLICY IMPLICATIONS	66

List of Figures

Figure 1	Child Abuse and Neglect Report vs. Met Criteria Incident Rates per 1,000 Children	19
Figure 2	Types of Child Abuse and Neglect in Met Criteria Incidents	20
Figure 3	Child Abuse and Neglect Met Criteria Incidents by Maltreatment Type (FY09-FY18).....	21
Figure 4	Unique Child Victim Rate per 1,000 in Met Criteria Child Abuse and Neglect Incidents	23
Figure 5	Sex of Child Abuse and Neglect Victims in Met Criteria Incidents	24
Figure 6	Ages of Child Abuse and Neglect Victims in Met Criteria Incidents	25
Figure 7	Age of Victim in Met Criteria Child Abuse and Neglect Incidents, Compared to Demographics	26
Figure 8	Caregiver Status of Offenders in Met Criteria Child Abuse and Neglect Incidents ...	27
Figure 9	Military Status of Met Criteria Offenders in Child Abuse and Neglect Incidents	28
Figure 10	Military Service Member Parent Met Criteria Offenders by Pay Grade	29
Figure 11	Active Duty Parent Met Criteria Offenders by Pay Grade, Compared to Demographics	30
Figure 12	Rate of Active Duty Parent Met Criteria Offenders per 1,000 by Pay Grade	31
Figure 13	Sex of Offenders in Met Criteria Child Abuse and Neglect Incidents	32
Figure 14	Sex of Offenders and Victims in Met Criteria Child Sexual Abuse Incidents	34
Figure 15	Ages of Unique Victims of Child Sexual Abuse	35
Figure 16	Caregiver Status of Unique Offenders in Met Criteria Child Sexual Abuse Incidents	36
Figure 17	Type of Domestic Abuse in Met Criteria Incidents	39
Figure 18	Spouse Abuse Report vs. Met Criteria Incident Rates per 1,000 Married Couples ..	41
Figure 19	Rate of Unique Spouse Abuse Victims per 1,000 Married Couples (FY09-FY18) ..	43
Figure 20	Military Status of Victims in Met Criteria Spouse Abuse Incidents	44
Figure 21	Sex of Victims in Met Criteria Spouse Abuse Incidents	45
Figure 22	Military Status of Offenders in Met Criteria Spouse Abuse Incidents	46
Figure 23	Military Status of Offenders in Met Criteria Spouse Abuse Incidents (FY09-FY18).	47
Figure 24	Military Met Criteria Spouse Abuse Offenders, by Pay Grade	48
Figure 25	Active Duty Spouse Abuse Offenders, by Pay Grade, Compared to Demographics .	49
Figure 26	Rate of Active Duty Spouse Abuse Offenders per 1,000 Married Couples, by Pay Grade	50
Figure 27	Sex of Met Criteria Spouse Abuse Offenders	51
Figure 28	Sex of Active Duty Spouse Abuse Offenders	52
Figure 29	Spouse Abuse Offenders, by Sex and Military Status	53
Figure 30	Military Status of Victims in Met Criteria Intimate Partner Abuse Incidents	55
Figure 31	Sex of Victims in Met Criteria Intimate Partner Abuse Incidents	56
Figure 32	Sex of Offenders and Victims in Met Criteria Sexual Abuse Incidents	58
Figure 33	Status of Offenders and Victims in Met Criteria Sexual Abuse Incidents	59

List of Tables

Table 1	Reports and Incidents of Child Abuse and Neglect.....	18
Table 2	Unique Victims of Child Abuse and Neglect.....	22
Table 3	Incidents of Met Criteria Child Sexual Abuse.....	33
Table 4	Child Abuse and Neglect Fatalities Reported to FAP in FY18	37
Table 5	Reports and Incidents of Spouse Abuse	40
Table 6	Unique Victims of Spouse Abuse	42
Table 7	Incidents of Intimate Partner Violence	54
Table 8	Incidents of Met Criteria Sexual Abuse	57
Table 9	Domestic Abuse Fatalities Reported to FAP in FY18	60
Table 10	Success of the New Parent Support Program	62
Table 11	Success of Domestic Abuse Offender Treatment Programs	63

List of Acronyms and Abbreviations

CAPI - Child Abuse Potential Inventory
CCR - Coordinated Community Response
DMDC - Defense Manpower Data Center
DoD - Department of Defense
DoDI - Department of Defense Instruction
DoDM - Department of Defense Manual
FAP - Family Advocacy Program
FY - Fiscal Year
HQMC – Headquarters Marine Corps
IDC - Incident Determination Committee
NDAA - National Defense Authorization Act
NPSP - New Parent Support Program
OSD - Office of the Secretary of Defense
USUHS - Uniformed Services University of the Health Sciences

Executive Summary

For 38 years, the Office of the Secretary of Defense Family Advocacy Program (OSD FAP) has worked to prevent and respond to child abuse and neglect and domestic abuse in military families. This report provides the child abuse and domestic abuse incident data from the FAP Central Registry for Fiscal Year 2018 (FY18), as required by section 574 of the National Defense Authorization Act (NDAA) for FY17 (Public Law 114-328). In addition to meeting the Congressional requirement, this report provides critical information on the circumstances of these incidents to further inform ongoing prevention and response efforts. Using aggregated FAP Central Registry data submitted from each Military Service (Army, Navy, Marine Corps, and Air Force), this report offers a DoD-wide description of the child abuse and neglect and domestic abuse incidents that were reported to FAP in FY18.

Background and Methods

The FAP Central Registry is designed to capture reliable and consistent information on child abuse and neglect and domestic abuse incidents reported to FAP from each of the Military Services. Each Military Service maintains comprehensive clinical case management systems, which include required data elements extracted and submitted quarterly to the Defense Manpower Data Center (DMDC). Per Department of Defense (DoD) policy, DMDC operates the DoD FAP Central Registry and provides the OSD FAP with aggregated data on which this report is based.¹

Key Findings

Overall

- The data for FY18 contained in this report only reflect child abuse and neglect and domestic abuse reported to the OSD FAP in FY18. These data do not represent a prevalence estimate of all child abuse and neglect or domestic abuse that occurred in military families in the past fiscal year.
- Findings from this report indicate that FY18 rates of child abuse and neglect as a whole did not vary significantly when compared to prior years.² When examining child sexual abuse, a subset of child abuse, specifically, the FY18 rate of child sexual abuse incidents per thousand military children was lower than the average rates during the FY09-FY18 period; however, the decrease was not statistically significant. The Department is committed to examining historical fluctuations in rates of child abuse and neglect (such as the downward trend in child sexual abuse) to better understand the impact and effectiveness of FAP policies and implemented programs, as well as to compare trends to the civilian population where feasible and appropriate.
- The FY18 rates of spouse abuse reports and victims per thousand military couples both experienced slight decreases from the prior year, though neither change reached the threshold of statistical significance. The rate per thousand of spouse abuse incidents that met criteria³ was unchanged from the FY17 rate. DoD remains concerned about any incident of spouse abuse and will continue to ensure availability of supportive services for military families.

¹ The implementing policy issuance for this registry is DoDM 6400.01, Volume 2 (FAP: Child Abuse and Domestic Abuse Incident Reporting System), August 11, 2016.

² Fluctuations in unwanted complex human behaviors – such as child abuse and neglect and domestic abuse – across a large population like the Armed Forces are inevitable and reflect any number of factors within and outside of the purview of the Department. Any incident of these behaviors merits concern. Statistical analyses in this report are intended to gauge whether these fluctuations are likely to occur by chance or are indicative of a true increase or decrease in abusive behaviors.

³ Hereafter referred to in the context of both child abuse and neglect and domestic abuse as “met criteria incidents.” For a case to “meet criteria,” the case is presented to the IDC, followed by the members voting to determine whether the incident meets the criteria for an act or failure to act, and a resulting impact, according to standards specified in DoDM 6400.01, Volume 3, (FAP: Clinical Case Staff Meeting and Incident Determination committee), August 11, 2016. Further discussed on p. 11 of this report.

- In FY18, there was a decrease in both the number of met criteria domestic abuse incidents involving sexual abuse (290 incidents) and the proportion of domestic abuse that was sexual abuse (3.61 percent) from FY17. Although this decrease diverges from the statistically significant increase seen over previous years, the FY18 number of domestic abuse incidents involving sexual abuse only decreased by 10 incidents when compared to the previous year (300 incidents in FY17). Absent population data to establish a rate per thousand, the Department remains vigilant and committed to exploring factors behind the historical increase in domestic abuse incidents involving sexual abuse over the past 10 years. Exploratory analysis in FY17 provided a greater understanding of the relevant policy and program changes that may have contributed to the better identification of sexual abuse in the context of domestic abuse, which may have gone undetected and underreported until recently.

Child Abuse & Neglect

- In FY18, there were 12,850 reports of suspected child abuse and neglect to FAP. The FY18 rate of reported child abuse and neglect per 1,000 children was 13.9, which is a 1.5 percent increase in reports from the FY17 rate (13.7).
- There were 6,010 incidents of child abuse and neglect that met criteria in FY18. The FY18 rate of incidents that met criteria per 1,000 children was 6.5, a 6 percent decrease from the FY17 rate (6.9).
- Findings from this report indicate that FY18 rates of reported child abuse and neglect, child abuse and neglect incidents that meet criteria for child abuse and neglect, and unique child abuse and neglect victims did not vary significantly from the 10-year average rates.⁴
- The DoD rates of child abuse and neglect victims are much lower than their counterpart rates in the U.S. civilian population as compiled by the U.S. Department of Health and Human Services.⁵ The DoD unique child victim rate for FY18 is 4.6 victims per 1,000 military children (an 8 percent decrease from the FY17 rate of 5.0), and the civilian rate for FY17 is 9.1 per 1,000 children.
- Civilian data compiled by the U.S. Department of Health and Human Services indicate that the U.S. civilian substantiation (met criteria) rate for reported cases of child abuse and neglect was 17 percent in FY17,⁶ and the rate has decreased steadily since FY03.⁷ The military met criteria rate for reported incidents was 46.8 percent in FY18. Although both of these rates have fluctuated individually, the military met criteria rate has consistently been well above the civilian rate of substantiation in the past decade. Thus, the comparatively lower military rates of child maltreatment are not attributable to DoD confirming (meeting criteria on) fewer reports, because DoD confirms child maltreatment reports at more than double the rate of the civilian sector.
- Pay grades E4-E6 had the highest percentage of the active duty⁸ parent met criteria child abuse and neglect offenders (68 percent); however, these pay grades had the second highest rate of active duty parent offenders at 5.0 per 1,000 active duty parents when compared to the military population. Pay grades E1-E3 had the highest rate at 11.8 per 1,000 active duty parents in the military population with these pay grades.

⁴ All analyses in this report tested for significance at the $p < .05$ level. Any value lower than this threshold is indicative of a statistically significant increase or decrease not likely to have occurred by chance.

⁵ U.S. Department of Health and Human Services, Administration on Children and Families, Administration on Children, Youth and Families, Children's Bureau. (2017). *Child maltreatment 2017*. Available from: <https://www.acl.hhs.gov/sites/default/files/cb/cm2017.pdf>

⁶ Ibid

⁷ *Child Maltreatment* 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014, 2015, 2016, and 2017 reports.

⁸ For the purposes of this report, active duty refers to Regular Component members, exclusively.

- In FY18, 54 percent of the met criteria child abuse and neglect offenders were male and 46 percent were female. This ratio of male to female met criteria offenders has been relatively consistent since FY05.
- In reports that met the DoD criteria for abuse, the offender may have been an active duty Service member, a civilian family member, or (in child abuse or neglect incidents) a caregiver outside the family. In approximately 92 percent of the met criteria child abuse or neglect incidents, the offender was a parent.
- There were 26 child abuse-related fatalities involving 27 offenders that were presented to the Incident Determination Committee and entered into the Central Registry in FY18. In the child fatality incidents, 16 of the met criteria offenders were male and 11 were female. Sixteen met criteria offenders were active duty, and 11 had a non-military status. Child victims under 5 years old represented 92.3 percent of fatalities, and 53.8 percent of the child victims were 1 year old or younger.

Child Sexual Abuse

- For the first time in this report, we examined child sexual abuse as a subset of child abuse. These incidents are also reported in an appendix to the *2018 Annual Report on Sexual Assault in the Military*⁹. In FY18, there were 219 unique victims of child sexual abuse. In FY18 there were a total of 227 met criteria incidents of child sexual abuse, indicating that 1 or more victims experienced more than 1 incident of sexual abuse.
- Child abuse incidents involving sexual abuse comprise approximately 3.78 percent of all met criteria child abuse and neglect incidents. The rate per 1,000 military children of child sexual abuse incidents is 0.246, which represents a decline from previous years, although the difference is not statistically significant.
- In FY18, 89 percent of victims in met criteria child sexual abuse incidents were female, and 11 percent of victims were male. More than half of victims were ages 11-17 (54.8 percent), slightly more than a quarter of victims were ages 6-10 (29.2 percent), and the remaining were ages 2-5 (13.3 percent) or 1 year old or younger (1.8 percent). One victim was 18 and still in a dependent status when abuse occurred, and one victim (age 28) reported abuse that occurred when the individual was a child dependent.

Spouse Abuse

- FY09-FY18 data on spouse abuse include only those incidents involving currently married individuals. Either the victim or the offender may have been an active duty Service member or the civilian spouse of an active duty Service member. In FY18, the rate of reported spouse abuse per 1,000 couples was 24.3, which is a decrease of 0.8 percent compared to the rate in FY17 (24.5).
- In FY18, the unique rate of victims of spouse abuse was 8.8 per 1,000 couples, a decrease of 3 percent from the FY17 rate (9.1).
- In FY18, spouse abuse offenders with a military status (active duty as well as Guard and Reserve in active status) represented 57 percent of all met criteria offenders.
- Pay grades E4-E6 had the highest percent of active duty met criteria offenders (63 percent); however, these pay grades had the second highest spouse abuse rate per 1,000 active duty members at 6.1. The pay grades E1-E3 had the highest rate per 1,000 active duty members at 15.1.

⁹ The *2018 Annual Report on Sexual Assault in the Military* will be released on April 30, 2019.

- In FY18, 65 percent of victims in spouse abuse incidents that met criteria were female. Of all spouse abuse victims in incidents that met criteria, 54 percent were Military Service members and 46 percent were civilian spouses.
- Thirteen spouse abuse fatalities were presented to the Incident Determination Committee and entered into the Central Registry in FY18.

Unmarried Intimate Partner Abuse

- In FY06, an additional category, “intimate partner” was added to capture incidents involving: 1) a former spouse; 2) a person with whom the victim shares a child in common; or 3) a current or former intimate partner with whom the victim shares or has shared a common domicile. In such cases, the victim or the offender may have been an active duty Service member or a civilian.
- In FY18, there were 1,024 met criteria incidents of intimate partner abuse involving 822 victims. A rate per thousand of intimate partner abuse incidents and/or victims cannot be established, as data on unmarried individuals involved in intimate partner relationships as defined by DoD are not available.
- Two intimate partner abuse fatalities were presented to the Incident Determination Committee and entered into the Central Registry in FY18.

Adult Sexual Abuse

- In FY18, there were 275 unique victims of adult sexual abuse, including both spouses and unmarried intimate partners. These incidents are also reported in the *2018 Annual Report on Sexual Assault in the Military*¹⁰, and are referred to as Domestic Abuse Related Sexual Assault. In the domestic violence field, sexual abuse remains contextually distinct from sexual assault in that it occurs within a marriage or intimate partner relationship as part of a larger pattern of behavior resulting in emotional or psychological abuse, economic control, and/or interference with personal liberty. In FY18, there were a total of 290 met criteria incidents of sexual abuse, indicating that 1 or more victims experienced more than 1 incident of sexual abuse.
- Domestic abuse incidents involving sexual abuse comprise approximately 3.61 percent of all met criteria domestic abuse incidents.
- In FY18, 95.3 percent of victims in met criteria sexual abuse incidents were female. Of all sexual abuse victims in met criteria incidents, 57.4 percent were family members, 37.8 percent were Military Service members, and the remaining 4.8 percent had a non-military status.

Program & Policy Implications

The Department is committed to keeping our families safe and healthy and taking every measure to prevent child abuse and neglect and domestic abuse/intimate partner violence in our military communities. One incident of child abuse and neglect or domestic abuse is too many, and programs like FAP implement evidence-based prevention and treatment programs with the goal of ensuring the safety and well-being of all military families.

Findings from this report indicate that overall the rates of child abuse and neglect and domestic abuse have not increased in recent years, which may be a sign of the comprehensive prevention strategy and additional research efforts to reduce the incidents of family maltreatment. However, the Department remains committed to continual monitoring and assessment of both increases and decreases in incident

¹⁰ The *2018 Annual Report on Sexual Assault in the Military* will be released on April 30, 2019.

numbers and rates, where available, to inform current and future program efforts. The Department continues to address the results of its analyses through deliberate action and implementation of evidence-informed programs.

1. INTRODUCTION

For 38 years, OSD FAP has worked to prevent and respond to child abuse and neglect and domestic abuse in military families. Family maltreatment is incompatible with military values and ultimately impacts mission readiness. The Department is dedicated to addressing family violence to ensure the health and safety of military families.

This report provides the FY18 child abuse and neglect and domestic abuse incident data from the DoD FAP Central Registry, as required by section 574 of the NDAA for FY17 (Public Law 114-328). In addition to meeting the congressional requirement, this report also provides critical aggregate information on the demographics of these incidents to further inform ongoing prevention and intervention efforts. Using aggregated FAP Central Registry data submitted from each Military Service (Army, Navy, Marine Corps, and Air Force), this report offers a DoD-wide picture of the child maltreatment and domestic abuse incidents reported to FAP in FY18 (October 1, 2017 through September 30, 2018).

Subsequent report sections include a brief description of the FAP, Congressional reporting requirements for child maltreatment and domestic abuse incidents, and a review of the findings from an analysis of the FY18 FAP Central Registry data. The report concludes with an analysis of the effectiveness of the Family Advocacy Program, as well as an overview of potential implications for current and future policy and program initiatives. It should be noted that the use of the word “significant” throughout this report is not a reference or comment on the level of importance, but rather to analytical and statistical thresholds.

2. BACKGROUND

FAP is a congressionally mandated DoD program designed to be the policy proponent for and a key element of the DoD’s coordinated community response (CCR) system for preventing and responding to reports of child abuse and neglect and domestic abuse in military families. The Service FAPs, at every military installation where families are located, work closely with the other entities within the CCR¹¹, as well as with civilian social services agencies and civilian law enforcement, to provide comprehensive prevention and response to family maltreatment.

FAP’s mission is to provide comprehensive prevention, advocacy, early identification, treatment of child and domestic abuse offenders, voluntary treatment for domestic abuse victims, and intensive home visitation for expecting and new parents. To execute this mission, the DoD funds over 2,000 positions in the Military Departments to deliver FAP services, to include credentialed/licensed clinical providers, Domestic Abuse Victim Advocates, New Parent Support Home Visitors, and prevention staff. Family Advocacy staff are mandated reporters to State child welfare service agencies for all allegations of child abuse and neglect, and they are considered “covered professionals” under 34 U.S.C. § 20341. DoD policy¹² also requires the Service FAPs to report incidents of child abuse and neglect and domestic abuse to OSD through the DoD FAP Central Registry. In recent years, DoD has enhanced its emphasis on preventing child abuse and neglect and domestic abuse through DoD-wide initiatives and programs within each Military Service.

¹¹ The CCR is comprised of FAP, law enforcement, legal, military criminal investigative organizations, chaplains, command, child and youth programs, Department of Defense Education Activity schools, and medical.

¹² DoDM 6400.01, Volume 2, August 11, 2016.

Once a report of child abuse and neglect or domestic abuse is received by FAP, it is taken to the Incident Determination Committee (IDC) to determine whether the incident meets criteria for abuse, as defined by DoD.¹³ The IDC uses a standardized research-based decision tree algorithm to determine which reports for suspected child abuse or domestic abuse meet the DoD definition of abuse, thereby requiring entry into the Service FAP headquarters central registry of child abuse and neglect and domestic abuse incidents. The IDC is comprised of the deputy to the installation or garrison commander who serves as the chair, the senior enlisted noncommissioned officer advisor to the chair, a representative from the Service member's chain of command, a representative from the Staff Judge Advocate's office, a representative from military law enforcement, and the FAP Manager or FAP supervisor of clinical services. Additional members, as appropriate, may participate and vote in accordance with policy. The case is presented to the IDC, followed by the members voting to determine whether the incident meets the criteria for an act or failure to act, and a resulting impact, according to standards specified in policy.¹⁴ The IDC is not a disciplinary proceeding in accordance with the Uniform Code of Military Justice; it is a clinical process to determine whether an incident meets the threshold for more rigorous treatment, intervention, support, safety planning, and victim protection. In this report, data on incidents of child abuse and neglect and domestic abuse that met criteria are referred to as "met criteria incidents."

The DoD review of child abuse and domestic abuse related fatalities is also required by policy,¹⁵ directing the Secretaries of the Military Departments (Army, Navy to include Marine Corps, and Air Force) to conduct a multidisciplinary, impartial review of each fatality known or suspected to have resulted from child abuse or domestic abuse. Each Military Department has its own team and conducts its own internal review annually. In order to avoid interference with ongoing investigations and prosecutions, fatalities are reviewed by the Military Departments retrospectively, generally two years after their occurrence or in the first year that the disposition becomes closed. This delay ensures that the review is able to take into account all available information. OSD FAP convenes an annual Fatality Review Summit to discuss the findings of the reviews held in the previous year at the Military Department level; essentially, the DoD Fatality Review Summit examines deaths three years after occurrence. The purpose of the DoD Fatality Review Summit is to conduct deliberative examinations of any interventions provided to the deceased, to formulate lessons learned from agency or system failures, to identify trends and patterns to assist in prevention efforts across the Department, and to develop policy for earlier and more effective intervention.

¹³ DoDI 6400.03 (Family Advocacy Command Assistance Team (FACAT)), April 25, 2014 and DoDM 6400.01, Volume 3, (FAP: Clinical Case Staff Meeting and Incident Determination Committee), August 11, 2016.

¹⁴ Ibid

¹⁵ DoDI 6400.06 (Domestic Abuse Involving DoD Military and Certain Affiliated Personnel), Incorporating Change 2, effective July 9, 2015.

Central Registry

The FAP Central Registry is designed to capture reliable and consistent information on child abuse and neglect and domestic abuse incidents reported to FAP from each of the Military Services. It is based on Department of Defense Manual (DoDM) 6400.01, Volume 2, “Family Advocacy Program: Child Abuse and Neglect and Domestic Abuse Incident Reporting System,” directing Service FAPs to track incidents of child abuse and neglect and domestic abuse that meet criteria for abuse. Each Military Service maintains a comprehensive clinical case management system, which includes the required data elements extracted and submitted quarterly to DMDC. Per DoD policy, DMDC operates the DoD FAP Central Registry and provides OSD FAP with aggregate data, which are the basis of this report.¹⁶

The DoD FAP Central Registry contains information on: (1) reports of abuse that did not meet criteria for child abuse and neglect or domestic abuse, in which identifiable individual information is not tracked; and (2) information on reports of abuse that meet objective, standardized criteria and are linked to identifiable Service members, their family members, and the alleged offenders. Specifically, the Services are required to submit information on 46 data elements on met criteria incidents, delineated in DoD Policy, which include:

- Sponsor Service, location, relevant dates, and case status;
- Demographic data on the military sponsor, victim, and alleged offender(s) including name, social security number, branch of Service, military status, sex, age, and relationship indicators;
- Type of abuse or maltreatment, level of severity, and, if applicable, resulting fatalities.

The DoD FAP Central Registry **does not** include measures of accountability (command action), law enforcement data, or legal disposition. These processes are completely distinct from FAP intervention and services pursuant to multiple DoD policies separating functions across components.

The Central Registry also **does not** include allegations of domestic abuse that were made via restricted report. Restricted reports do not move forward to the Incident Determination Committee (where command, legal, and law enforcement are participants). Instead, reports are handled on a case-by-case basis to provide risk and safety planning to the victim without the independent assessment of the decision tree algorithm, which determines whether an allegation has met DoD criteria for abuse or neglect.

The data from the DoD Central Registry are broadly used to assist in overall management of the OSD FAP, to inform prevention and intervention initiatives and to determine budget and program funding. The Central Registry also supports identification of research needs, as well as to prepare reports to Congress, respond to public/other governmental inquiries, and formulate ad hoc reports relating to the volume and nature of family violence cases handled by the Military Services through outreach, prevention, and intervention efforts. DoD and Military Service FAP Central Registry data are used to conduct background checks on individuals seeking employment in DoD-sanctioned child and youth serving organizations that involve contact with minor children.

¹⁶ DoDM 6400.01, Volume 2, August 11, 2016.

Methods of Data Collection & Analysis

As noted, this report relies on Central Registry data extracted by each Military Service and submitted to DMDC for FY18 (October 1, 2017 through September 30, 2018). DMDC then aggregates these data, provides initial quality assurance checks, and provides OSD FAP with information on the incidence of child abuse and neglect and domestic abuse across DoD.

DMDC has collected these aggregate FY FAP data for the last 20 years; however, the timeframe of data submission and analysis was adjusted substantially in 2017 to coordinate with the release of the DoD *FY16 Annual Report on Sexual Assault in the Military*. Services submitted FY18 data by December 20, 2018, for inclusion in this report. All statistical analyses included in this report were performed after these data underwent a series of rigorous quality control checks to ensure uniformity and validity of aggregate data.

Previous fiscal year data on both child abuse and neglect and domestic abuse contained met criteria incidents that included multiple types of maltreatment in one entry (e.g., physical, sexual, emotional, neglect). Beginning in FY15, the process was standardized for each met criteria incident to represent only one type of maltreatment. Thus, more than one incident may be submitted to the Central Registry involving an individual victim. This treatment of incident data provides a more comprehensive picture of abuse incidents experienced by military families, and aligns with the approach used by the Department of Health and Human Services for reporting civilian data in their annual report to Congress on child maltreatment.¹⁷

Incidents of domestic abuse are reported separately as spouse abuse and intimate partner abuse (see definitions in Section 4). Calculated rates of intimate partner abuse across the military are not reportable, as data to establish a denominator (number of Service members in an intimate partner relationship as defined by DoD) are unavailable. Any notable increases or upward movement in key rates and findings command the attention of OSD FAP to ensure perceived increases in family violence are analyzed for significance and potential causes. This approach ensures that OSD FAP is able to reconcile any potential contributing factors from both a mathematical and programmatic lens.

Analyses in this report were tested for significance using the Grubbs' test for outliers, to provide a more nuanced look at the difference (i.e., how many standard deviations) between a given FY18 and the average of the data points in the distribution (in this report, the corresponding data in FY09-FY18). This difference was tested using a z -distribution to calculate the probability of observing the data point and whether the calculated difference was extreme. The Grubbs' test indicates when an individual data point (FY18) is noticeably different from other values in the data (i.e., not likely to occur by chance fluctuation). If the specified data point is noticeably different, it is indicative of a statistically significant increase or decrease.

In FY17, we focused attention on detecting any significant increases in child abuse and neglect and domestic abuse. Specifically, we tested directional hypotheses using a one-tailed Grubbs' test: whether the value of an observed increase was significantly greater than the reference value, in this case the mean. For FY18, we expanded the analyses to detect the potential for significance in both increases and decreases in child abuse and neglect and domestic abuse rates, using a non-directional, Grubbs' test¹⁸.

¹⁷ U.S Department of Health and Human Services. (2019). *Child maltreatment 2017*.

¹⁸ All analyses in this report tested for significance at the $p < .05$ level. Any value lower than this threshold is indicative of a statistically significant increase or decrease not likely to have occurred by chance.

Key Findings

The data contained in this report only reflect child maltreatment and domestic abuse reported to the OSD FAP in FY18. These data do not represent an estimate of the total amount of child abuse and neglect and domestic abuse that occurred in military families in the past fiscal year. Findings from this report indicate that FY18 rates of child abuse and neglect do not reflect statistically significant differences when compared to the average of the 10-year period (FY09-FY18). Specifically, the FY18 rates of reported child abuse and neglect (13.9/1,000 children), child abuse and neglect incidents that met criteria (6.5/1,000 children), and unique child abuse and neglect victims (4.6/1,000 children) did not vary significantly from the 10-year average rates.

When examining child sexual abuse, as a subset of child abuse, there is a downward trend in both the FY18 number of met criteria incidents (227) and the rate of met criteria incidents of child sexual abuse (0.246/1,000 children). However, these decreases were not statistically different from the respective average of the 10-year period (FY09-FY18). The civilian community has also seen a decrease overall in the percentage of children experiencing child sexual abuse in the past 10 years. DoD is committed to understanding more about fluctuations in rates through ongoing research initiatives on military-specific risk factors for child maltreatment, delineated further in the Program and Policy Implications section of this report.

The FY18 rates of reported spouse abuse (24.3/1,000 married couples), spouse abuse incidents that met criteria (11.2/1,000 married couples), and unique spouse abuse victims (8.8/1,000 married couples) do not reflect statistically significant differences when compared to the average of the 10-year period (FY09-FY18).

It is not possible to calculate rates per thousand for intimate partner abuse incidents and/or victims, as data on unmarried individuals involved in intimate partner relationships defined by DoD are not available. In FY18, the number of incidents of intimate partner abuse (1,024) and number of unique victims of intimate partner abuse (822) are not significantly different than in past years; however, the raw numbers do reflect an increase from FY17.

Finally, the number of met criteria domestic abuse incidents involving sexual abuse in FY18 (290 incidents) and the percentage of domestic abuse incidents involving sexual abuse (3.61 percent) have decreased from the slow uptick seen in previous years. Analysis conducted on the number of incidents and percentage of domestic abuse incidents involving sexual abuse in FY18 reveal that the current year does not represent a statistically significant decrease when compared to the average of the 10-year period. OSD FAP takes these reports very seriously and monitors data closely, since they may indicate higher safety risks within the context of a pattern of domestic abuse.

3. CHILD ABUSE & NEGLECT

This section discusses reports to FAP of child abuse and neglect in FY18, incidents of child abuse and neglect that met criteria for child abuse and neglect, and the characteristics of those children and associated alleged offenders for cases that met criteria.

DoD policy defines child abuse and neglect in the following manner:

- **Child abuse:** “The physical or sexual abuse, emotional abuse, or neglect of a child by a parent, guardian, foster parent, or by a caregiver, whether the caregiver is intrafamilial or extrafamilial, under circumstances indicating the child’s welfare is harmed or threatened. Such acts by a sibling, other family member, or other person shall be deemed to be child abuse only when the individual is providing care under express or implied agreement with the parent, guardian, or foster parent.”¹⁹
- **Child neglect:** “The negligent treatment of a child through acts or omissions by an individual responsible for the child’s welfare under circumstances indicating the child’s welfare is harmed or threatened.” Neglect includes abandonment, medical neglect, and/or non-organic failure to thrive.²⁰

Child abuse and neglect, per DoD policy, represent four distinct maltreatment types: physical abuse, emotional abuse, sexual abuse, and neglect. Each of these maltreatment types is outlined in implementing guidance for use during the standardized incident determination process.²¹

It is possible for one report of child abuse and neglect to involve more than one type of maltreatment (e.g., physical abuse and neglect). Each maltreatment is considered separately to determine whether it meets criteria for child abuse or neglect. Consequently, more than one incident may be submitted to the Central Registry involving an individual victim. Beginning in FY15, OSD FAP began to treat each type of maltreatment reported as representing a distinct incident of child abuse and neglect to capture a more comprehensive picture of well-being for children in military families. This approach is consistent with how other federal agencies report incidents of child abuse and neglect, and therefore enables us to make more direct comparisons to civilian populations.

There are three rates calculated for child abuse and neglect in this report: the rate of reported incidents, the rate of met criteria incidents, and the rate of child victimization. The first two rates may be impacted by external factors. For example, the rate of reports can fluctuate based on impact of awareness campaigns, training, and efforts to reduce stigma in the community associated with contacting FAP. Process improvements attributed to the implementation of the IDC – counting each type of maltreatment as a distinct incident (described above) and identifying all individuals involved in a reported incident as a separate offender – may impact the rate of met criteria incidents. The child victimization rate measures the unique number of children experiencing child abuse and neglect per 1,000 military children and offers an alternative method to examine the rates of child abuse and neglect across years.

¹⁹ DoDM 6400.01, Volume 3 (Family Advocacy Program (FAP: Clinical Case Staff Meeting (CCSM) and Incident Determination Committee (IDC)), Glossary, August 11, 2016; and DoDI 6400.03 (Family Advocacy Program Command Assistance Team (FACAT)), Glossary, April 25, 2014.

²⁰ Ibid

²¹ Ibid

Although the child victimization rate for child abuse and neglect remained relatively constant over the past 10 years (FY09-FY18), there was a meaningful year-to-year upward trend in the rate of met criteria incidents of child maltreatment from FY09 through FY14, with child neglect accounting for the majority (58 percent) of the incidents. This overall upward trend in child abuse and neglect incidents was initially attributed to a steady increase in the number of incidents involving child neglect during that timeframe. However, additional analyses conducted in 2017 revealed that process improvements, such as the implementation of the IDC and treatment of parents as unique child abuse and neglect offenders (instead of the parental unit being counted as one offender) of child abuse and neglect, were more likely the drivers of rate increases from FY09-FY14 rather than an increase in children experiencing abuse and neglect. Full information regarding this analysis was reported in Appendix A of the FY17 report.

3-1 CHILD ABUSE & NEGLECT INCIDENTS

As shown below in Table 1, there were 12,850 reports to FAP of suspected child abuse and neglect in FY18. The FY18 rate of reported child abuse and neglect per 1,000 children was 13.9, which is higher than the rate per 1,000 in FY17 (13.7) (see Figure 1). This numerical difference of 0.2 represents a 1.5 percent increase in the rate of reported incidents.²²

Table 1: Reports and Incidents of Child Abuse and Neglect (FY09-FY18)

Fiscal Year	Child Population	Reported Incidents	Reports/1000	Met Criteria Incidents	Met Criteria Incidents/1000
2009	1,147,318	12,845	11.2	5,499	4.8
2010	1,166,079	14,986	12.9	6,633	5.7
2011	1,165,812	15,081	12.9	6,819	5.8
2012	1,140,024	15,656	13.7	7,003	6.1
2013	1,099,702	15,346	14.0	6,989	6.4
2014	1,050,889	16,526	15.7	7,676	7.3
2015	1,005,626	15,579	15.5	7,208	7.2
2016	969,058	13,916	14.4	6,998	7.2
2017	939,186	12,849	13.7	6,450	6.9
2018	921,193	12,850	13.9	6,010	6.5

Note. This table shows the number of child abuse and neglect incidents reported to FAP and the number of child abuse and neglect incidents that met criteria for maltreatment. Incidents of maltreatment are reported separately by type of maltreatment (physical, sexual, emotional, neglect); one or more incidents may be submitted to the Central Registry involving an individual victim.

²² The FY18 rate of reported child abuse and neglect per 1,000 children (13.9) did not vary significantly from the average rate of reported child abuse and neglect incidents during the FY09-FY18 period (Grubbs' test, $z = 0.12$, $p = .90$).

There were 6,010 incidents of child abuse and neglect that met criteria in FY18. The rate of incidents that met criteria per 1,000 children in FY18 was 6.5, which is lower than the rate per 1,000 in FY17 (6.9). This numerical difference of 0.4 represents a 6 percent decrease in the rate of incidents that met criteria.²³

Child Abuse and Neglect Report vs. Met Criteria Incident Rates per 1,000 Children (FY09-FY18)

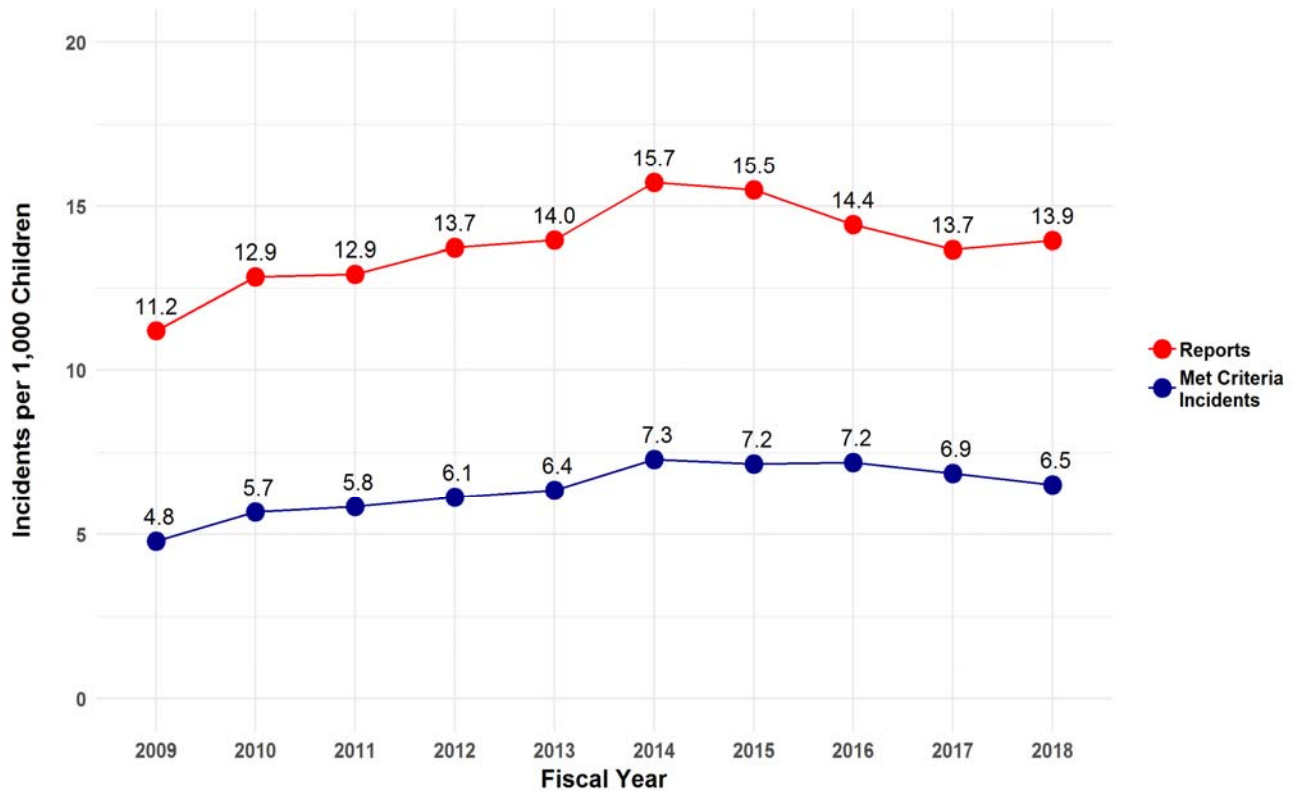


Figure 1. Rates of child abuse and neglect incidents reported to FAP and the rates of child abuse and neglect incidents that met DoD criteria per fiscal year.

²³ Despite year to year variation in the rate of child abuse incidents that met criteria per 1,000 children, the FY18 rate of child abuse incidents that met criteria per 1,000 children (6.5) did not vary significantly from the average rate of child abuse incidents during the FY09-FY18 period (Grubbs' test, $z = 0.17, p = .86$).

As shown in Figure 2, neglect represents the largest percentage of met criteria incidents in FY18 (58.69 percent). In FY18, physical abuse (20.57 percent) represents the next largest percentage of met criteria incidents, followed by emotional abuse (16.97 percent) and sexual abuse (3.78 percent). The two most prevalent forms of child neglect in military families are a lack of supervision appropriate to the age and functioning of the child and exposure to physical hazards, such as bathtubs, electrical outlets, and unsafe cribs.

Types of Child Abuse and Neglect in Met Criteria Incidents (FY18)

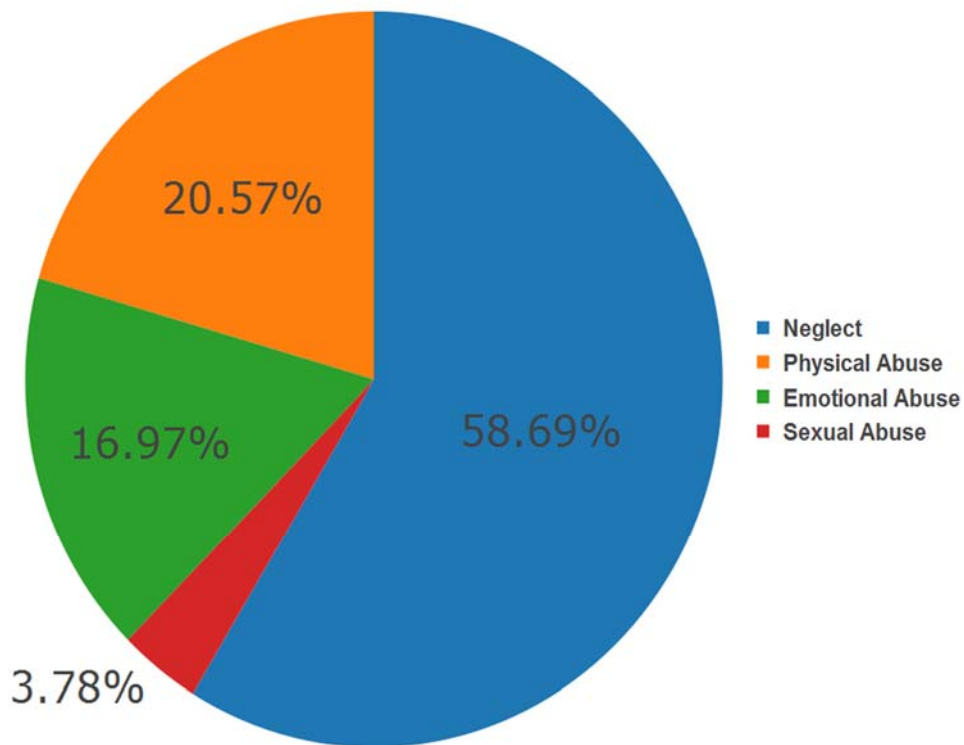


Figure 2. Percentage of the types of maltreatment in child abuse and neglect incidents that met DoD criteria in FY18.

The number of met criteria incidents of each type of child maltreatment is displayed in Figure 3. As discussed previously, the upward trend in met criteria incidents from FY09 to FY14 was driven primarily by the steady increase in incidents during those years that involved child neglect, whereas the numbers for other types of child maltreatment remained reasonably steady. The number of these met criteria incidents overall, and involving child neglect, has decreased since FY14.

Child Abuse and Neglect (CAN) Met Criteria Incidents by Maltreatment Type (FY09-FY18)

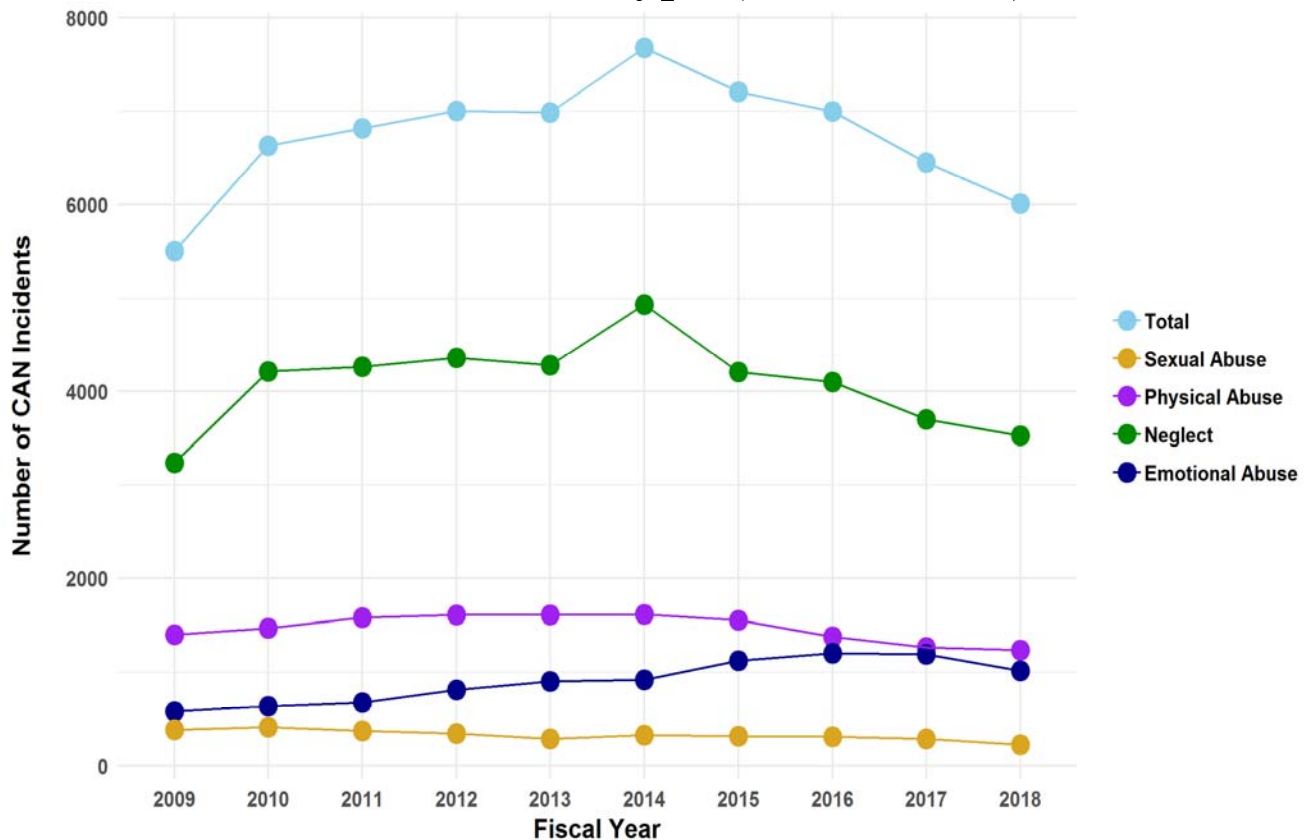


Figure 3. Number of incidents by type of child maltreatment per year.

3-2 VICTIM PROFILE

This section describes the characteristics of children who were the subjects of met criteria incidents of child abuse and neglect, and a comparison to the most recent civilian child abuse and neglect data.

As shown in Table 2, there were 4,266 unique victims of child abuse and neglect in FY18. The FY18 child abuse and neglect victim rate per 1,000 children was 4.6, which is lower than the rate per 1,000 in FY17 (5.0) (see Figure 4). This numerical difference of 0.4 represents an 8 percent decrease in the rate of child victims.²⁴

Table 2: Unique Victims of Child Abuse and Neglect (FY09-FY18)

Fiscal Year	Met Criteria Incidents	Unique Victims	Child Population	Met Criteria Incidents/1000	Rate of Victims/1000
2009	5,499	5,027	1,147,318	4.8	4.4
2010	6,633	5,548	1,166,079	5.7	4.8
2011	6,819	5,916	1,165,812	5.8	5.1
2012	7,003	6,054	1,140,024	6.1	5.3
2013	6,989	5,773	1,099,702	6.4	5.2
2014	7,676	5,670	1,050,889	7.3	5.4
2015	7,208	5,123	1,005,626	7.2	5.1
2016	6,998	4,960	969,058	7.2	5.1
2017	6,450	4,667	939,186	6.9	5.0
2018	6,010	4,266	921,193	6.5	4.6

Note. This table shows the number of child abuse and neglect incidents that met criteria for maltreatment and the number of unique child victims who experienced those incidents. Incidents of maltreatment are reported separately by type of maltreatment (physical, sexual, emotional, neglect); one or more incidents may be submitted to the Central Registry involving an individual victim.

²⁴ The FY18 unique child abuse and neglect victim rate per 1,000 children (4.6) did not vary significantly from the average child victim rate during the FY09-FY18 period (Grubbs' test, $z = 1.15$, $p = .26$).

Unique Child Victim Rate per 1,000 in Met Criteria Child Abuse and Neglect (CAN) Incidents (FY09-FY18)

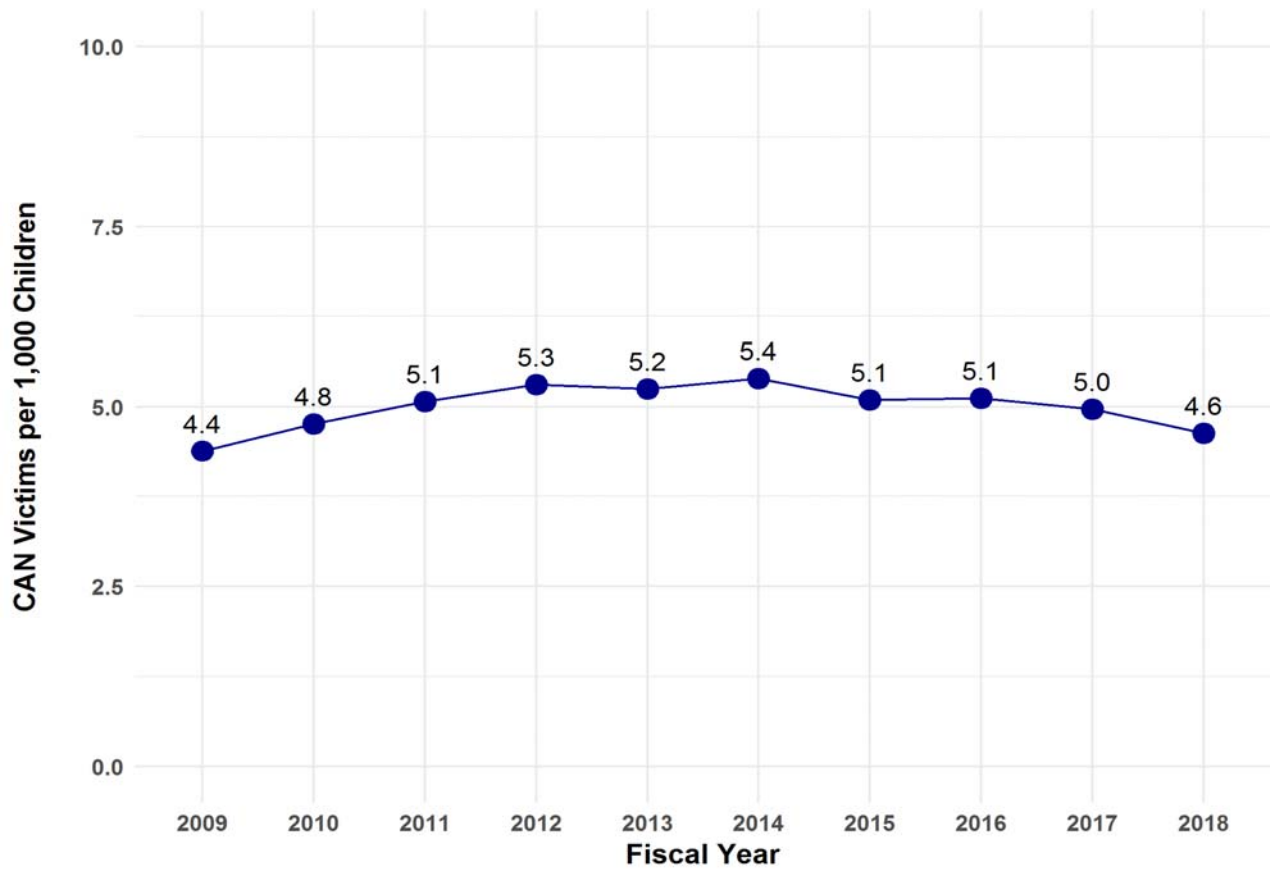


Figure 4. Rates of unique child victims per 1,000 children.

Comparison to Civilian Data

Civilian data compiled by the U.S. Department of Health and Human Services indicates that the U.S. civilian substantiation (very similar to met criteria) rate for reported cases of child abuse and neglect was 17 percent in FY17,²⁵ and the rates have decreased steadily since FY03.²⁶ The military met criteria rate for reported incidents was 46.8 percent in FY18, which is consistent with FY17 (50.2 percent). While both of these rates have fluctuated, the military met criteria rate has consistently been well above the civilian rate of substantiation in the past decade. Considering that DoD confirms child abuse and neglect at more than twice the civilian rate and still has a lower rate of victims per 1,000 children, the overall rate of child abuse and neglect per child in the military is substantially lower than in the civilian sector.

²⁵ Civilian child protective service agencies use the term “substantiate” to designate when an investigation indicated that child abuse or neglect occurred. In 2010, FAP adopted the IDC and standardized research-based decision tree algorithm to determine whether an incident “meets criteria” for abuse or neglect as defined by the DoD. For the purposes of this report, the terms “substantiated” and “met criteria” represent equivalent determinations.

²⁶ *Child Maltreatment* 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014, 2015, 2016, and 2017 reports.

Collectively, the DoD rates of child abuse and neglect victims are approximately half of their counterpart rates in the U.S. civilian population as compiled by the U.S. Department of Health and Human Services.²⁷ The DoD unique victim rate for FY18 is 4.6 per 1,000 military children, and the civilian rate for FY17 is 9.1 per 1,000 children. Civilian data for FY18 are not yet available, as the report will be released in early 2020.

Demographic Characteristics of Child Victims

Overall, the sex of child abuse and neglect victims in met criteria incidents in FY18 is nearly evenly divided; approximately 48 percent were female and just over 51 percent were male. Figure 5 displays the sex of child abuse and neglect victims for each maltreatment type in met criteria incidents. Among children who experienced sexual abuse, the majority were females (88 percent female vs. 12 percent male). Slightly more males experienced neglect (53 percent male vs. 47 percent female) and physical abuse (56 percent male vs. 44 percent female), and slightly more females experienced emotional abuse (54 percent female vs. 46 percent male).

Sex of Child Victims in Met Criteria Child Abuse and Neglect (CAN) Incidents (FY18)

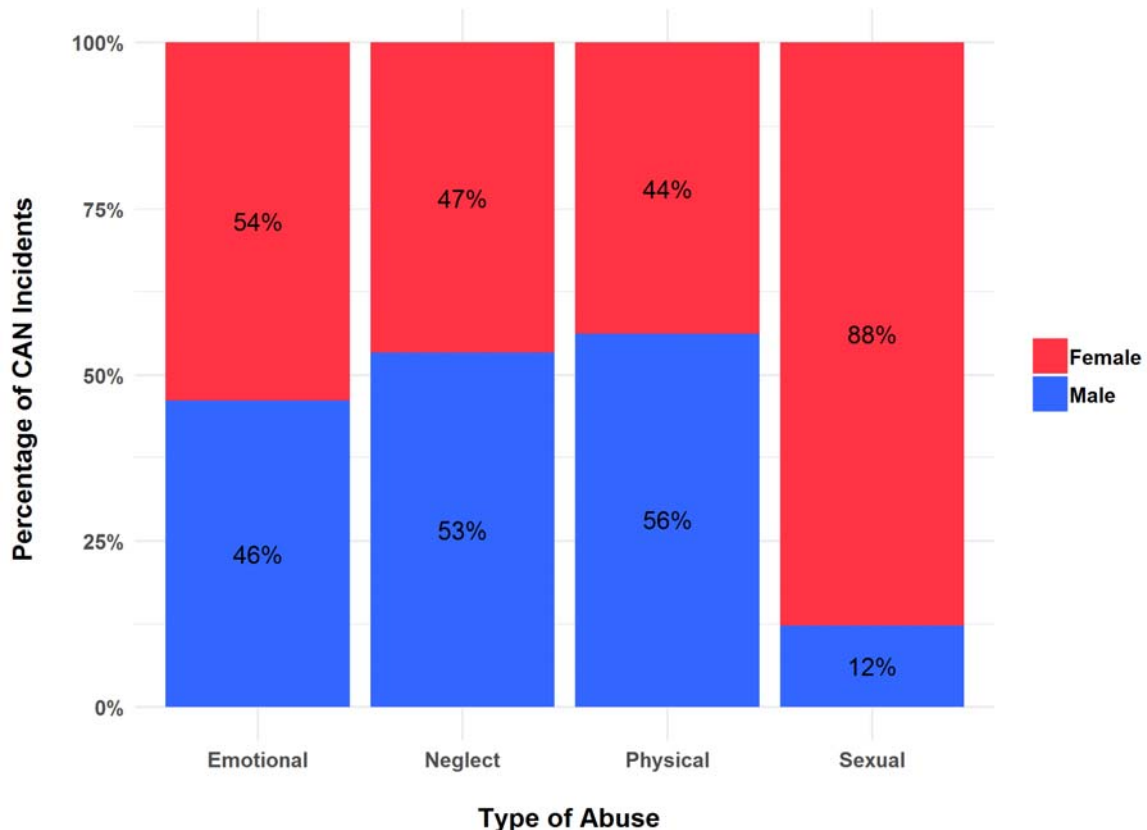


Figure 5. Sex of child victims by maltreatment type in FY18 met criteria incidents.

²⁷ U.S. Department of Health & Human Services, Administration for Children and Families, Administration on Children, Youth and Families, Children’s Bureau (2019). *Child maltreatment 2017*.

Figures 6 and 7 highlight the age distribution of child victims in met criteria child abuse and neglect incidents. In FY18 there were 3,448 met criteria child abuse and neglect incidents with child victims who were age 5 or younger, representing more than one-half (57.4 percent) of all victims of child maltreatment in FY18. Of these incidents, there were 1,430 with children 1 year of age or younger and 2,018 involving children ages 2-5 years old. Incidents involving children ages 6-10 represented just under one-quarter (1,479) of all met criteria incidents of abuse or neglect, and just under one-fifth (1,079 incidents) involved children ages 11-17. Additionally, during FY18 there were 4 incidents involving children 18 years or older where the abuse occurred while they were still a dependent child.

Ages of Child Abuse and Neglect Victims in Met Criteria Incidents (FY18)

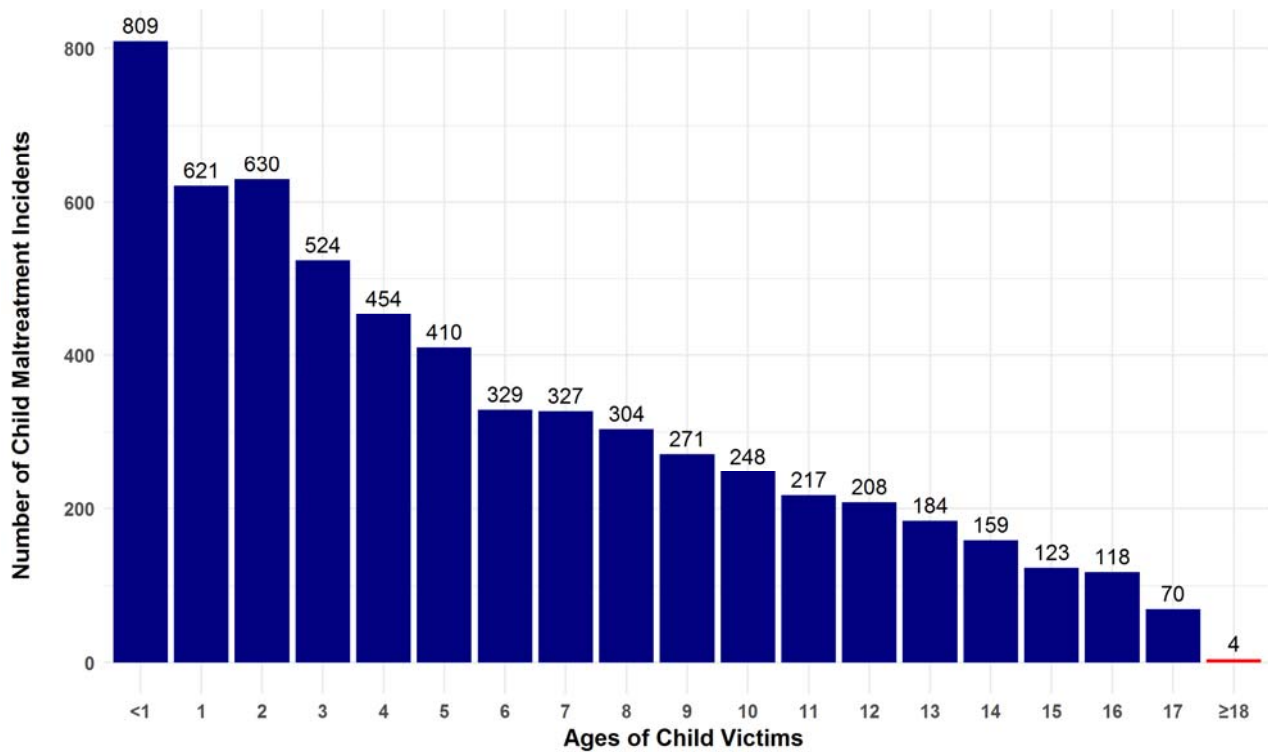


Figure 6. Ages of child victims in met criteria incidents in FY18.

Compared to the total population of children in military families in FY18, the disparity between proportions of young children (ages birth to five) in met criteria incidents is pronounced. As displayed in Figure 7, a much greater proportion of children in met criteria incidents of child maltreatment are 1 year of age or younger compared to the proportion of such children in the total military child population (23.8 percent vs. 15.4 percent)²⁸ as well as ages 2-5 (33.6 percent of met criteria incidents vs. 29.5 percent of total child population). Meanwhile, there are fewer child victims in met criteria incidents who are ages 6-10 (24.6 percent) and ages 11-17 (18 percent) compared to the proportion of such children in the total military child population (29.4 percent and 25.7 percent, respectively). We did not include the incidents involving victims ages 18 or older in this comparison, as not all military children in this age group may be in a dependent status.

Ages of Victim in Met Criteria Child Abuse and Neglect Incidents, Compared to Demographics (FY18)

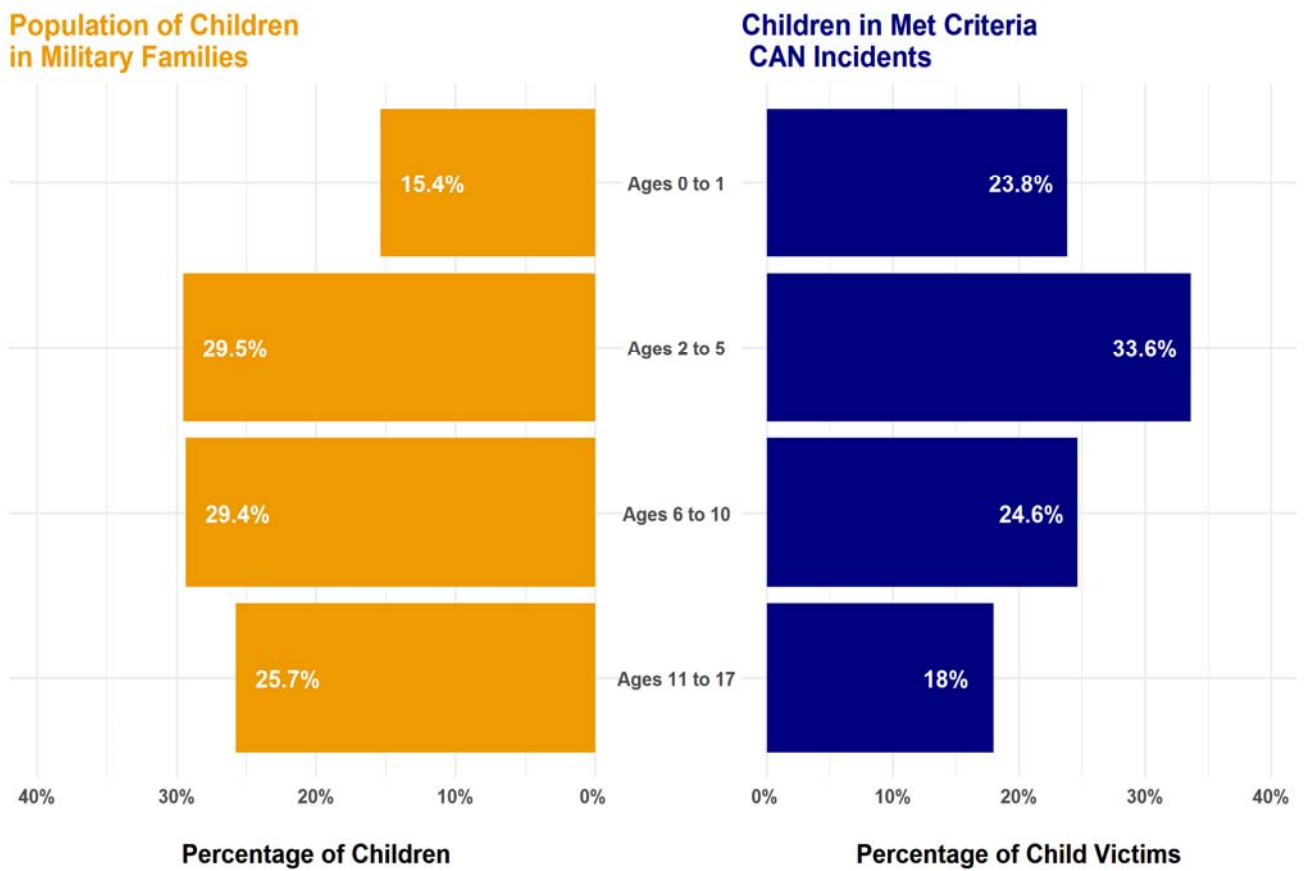


Figure 7. Ages of children in the military population and ages of child victims in FY18 met criteria incidents, where age was specified.

²⁸ Due to changes in the way population data are calculated, the age range 0-1 now represents all children up through age 23 months, and the age range 2-5 begins with children who have reached their 2nd birthday, thus more accurately aligning with the age breakdown for children in met criteria incidents.

3-3 OFFENDER PROFILE

This section describes characteristics of adults who were involved in incidents that met criteria for child abuse and neglect, including military status and paygrade.

Of the alleged met criteria offenders who were involved in incidents of child abuse and neglect in FY18, 46.7 percent were parent(s) who were Military Service members, 45.6 percent were civilian parents, and fewer were other family members (2.3 percent) or extrafamilial caregivers (4.3 percent). Slightly more than 1 percent of offenders had an unknown status (see Figure 8).

Caregiver Status of Offenders in Met Criteria Child Abuse and Neglect Incidents (FY18)

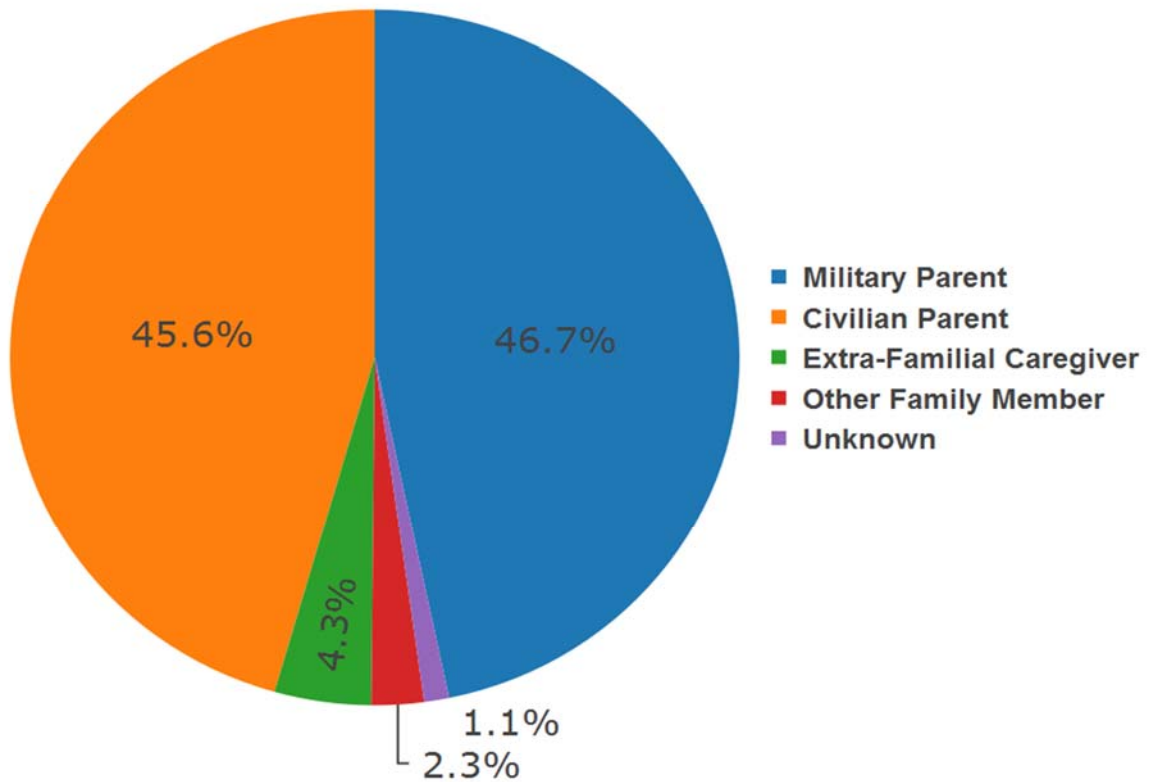


Figure 8. Caregiver status of offenders of met criteria child maltreatment incidents in FY18.

Note. Military Service member parents, referred to as military parents in the figure, include active duty members as well as Reserve and National Guard members who are in an active status.

As shown in Figure 9, the military status distribution of offenders in met criteria child abuse and neglect incidents has been relatively consistent since FY09. In FY18, 51 percent of alleged offenders were Military Service members and 49 percent were civilians.

Military Status of Met Criteria Offenders in Child Abuse and Neglect Incidents (FY09-FY18)

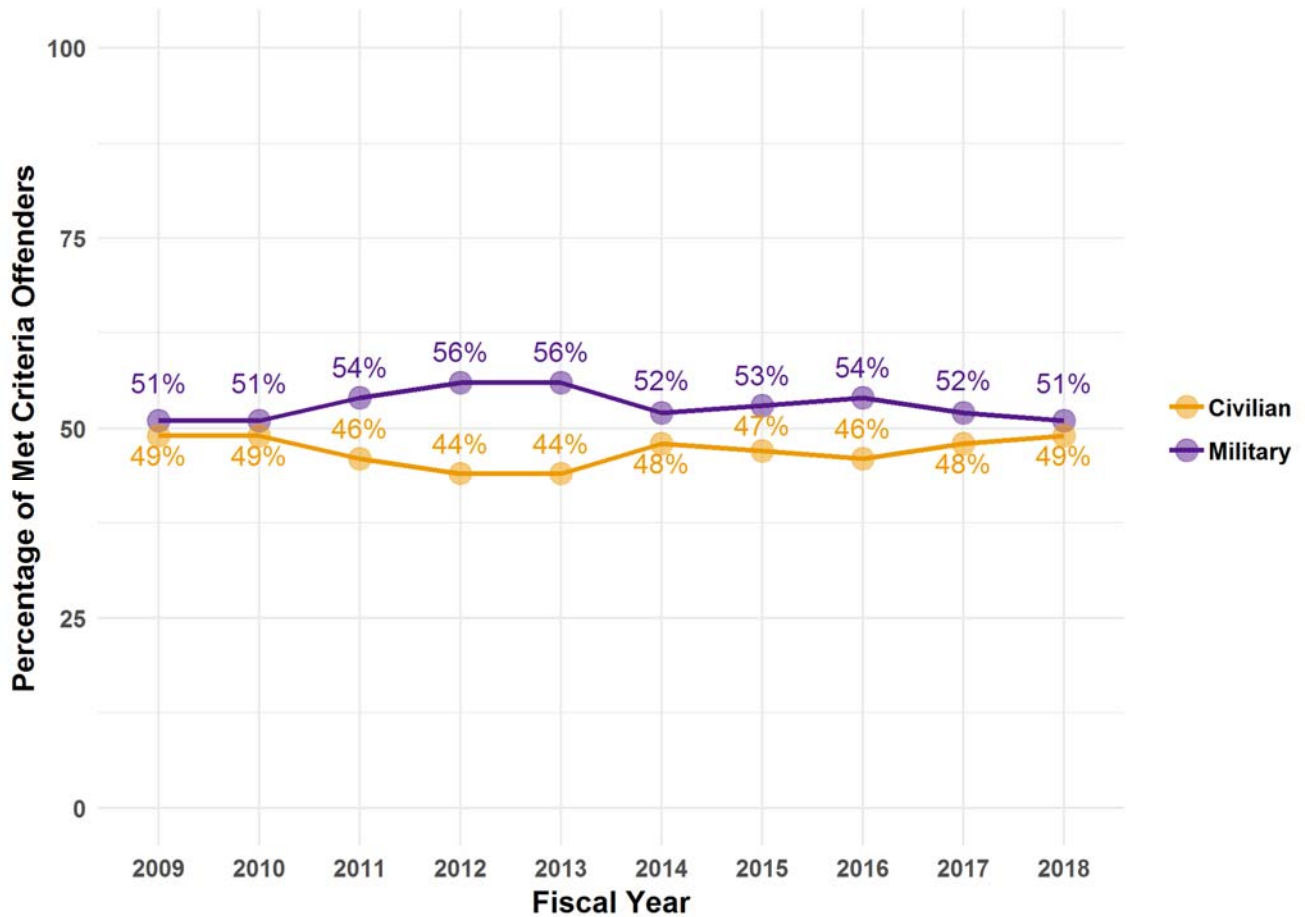


Figure 9. Military status of met criteria offenders in child abuse and neglect incidents.

Figure 10 displays pay grade breakdown for Military Service member parent offenders who were involved in a child abuse and neglect incident that met criteria. The majority of parent offenders were junior enlisted members; 68 percent were E4-E6 and 14 percent were E1-E3. Fewer parent offenders were senior enlisted (E7-E9; 11 percent), officers (3 percent were O1-O3; 3 percent were O4-O10), or warrant officers (1 percent were WO1-WO5).

Military Service Member Parent Met Criteria Offenders by Pay Grade (FY18)

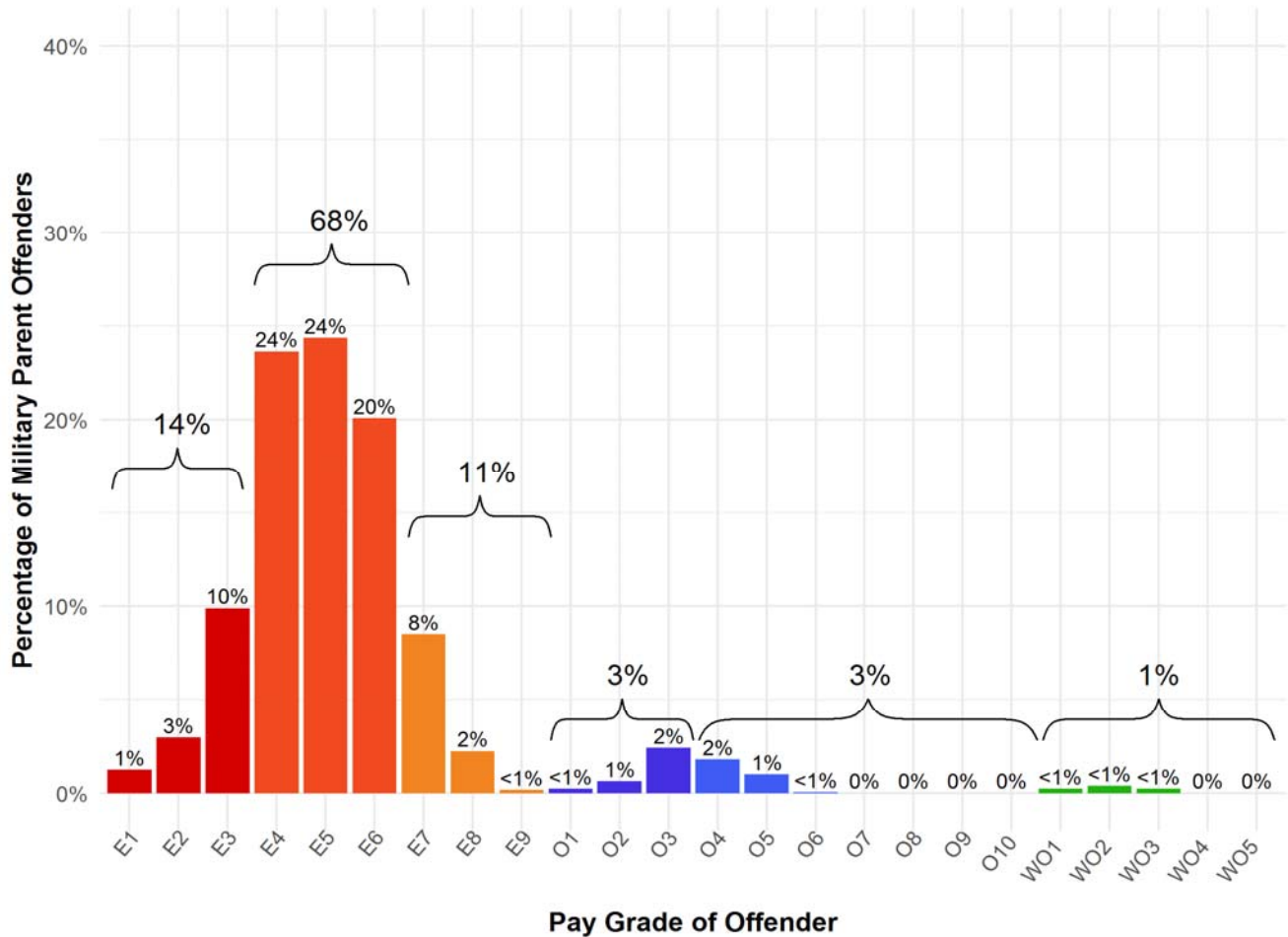


Figure 10. Percentage of Military Service member parent offenders in each pay grade.

Note. Military Service member parents, referred to as military parent offenders in the figure, include active duty members as well as Reserve and National Guard members who are in an active status.

When comparing the pay grades of the total population of active duty²⁹ parents in FY18 to the pay grades of active duty parent offenders in met criteria child abuse and neglect incidents, the differences in relative proportions are pronounced. As displayed in Figure 11, a much greater proportion of active duty parents in met criteria incidents of child maltreatment are in the E4-E6 pay grade (68 percent vs. 50 percent) and the E1-E3 pay grade (14 percent vs. 4 percent) than in the active duty population.

Meanwhile, there are proportionally fewer active duty parents involved in met criteria incidents compared to the active duty parent population in the E7-E9 (11 percent vs. 22 percent), O1-O3 (3 percent vs. 8 percent), O4-O10 (3 percent vs. 13 percent), and WO1-WO5 (1 percent vs. 3 percent) pay grades.

Active Duty Parent Met Criteria Offenders by Pay Grade, Compared to Demographics (FY18)

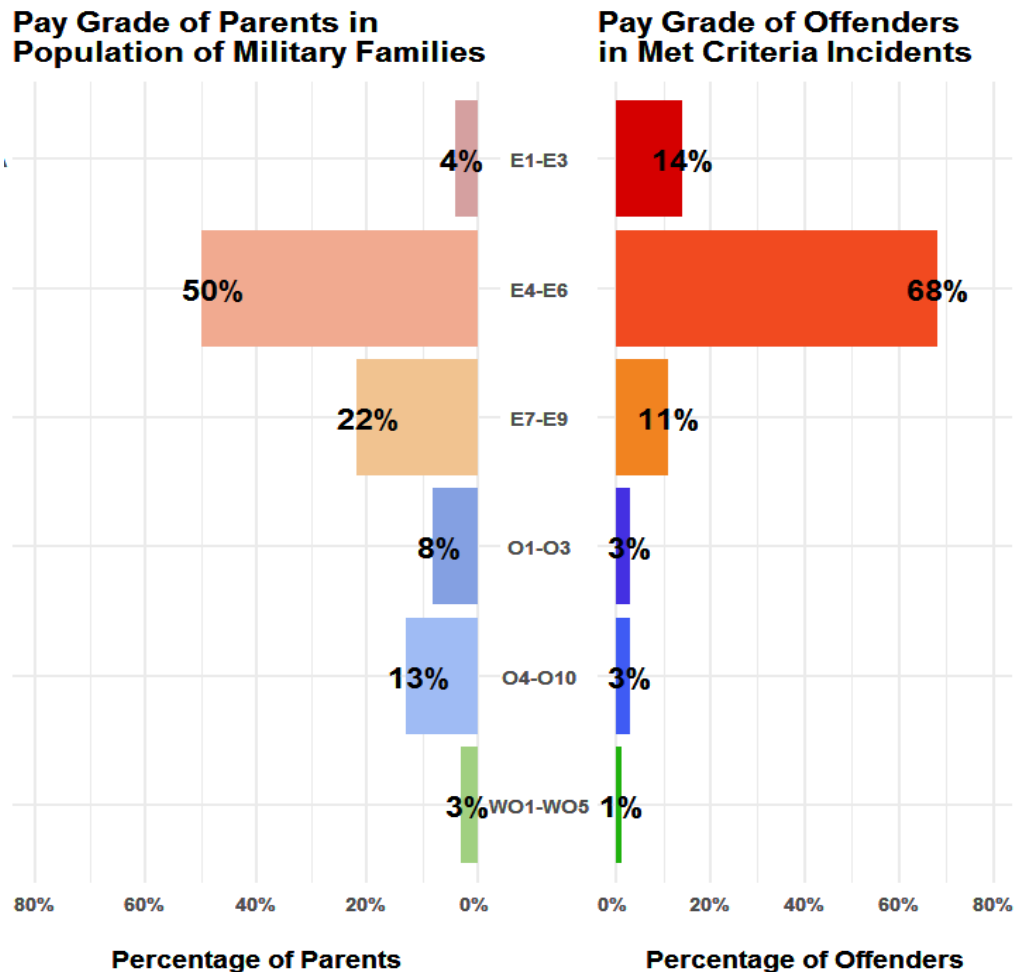


Figure 11. Comparison of the proportions of active duty parents in the military population with a particular pay grade (on the left) to the proportion of active duty parents who were offenders of a met criteria incident of child maltreatment with a particular pay grade (on the right).

²⁹ For the purposes of this report, active duty refers to Regular Component members, exclusively.

While the breakdown of active duty parents by pay grade in Figure 11 indicates the greatest proportion of offenders were in the E4-E6 pay grade, the rate per 1,000 of active duty parent offenders involved in child abuse and neglect incidents that met criteria is highest for parents who are in the E1-E3 (11.8) pay grades (see Figure 12).

Rate of Active Duty Parent Met Criteria Offenders per 1,000, by Pay Grade (FY18)

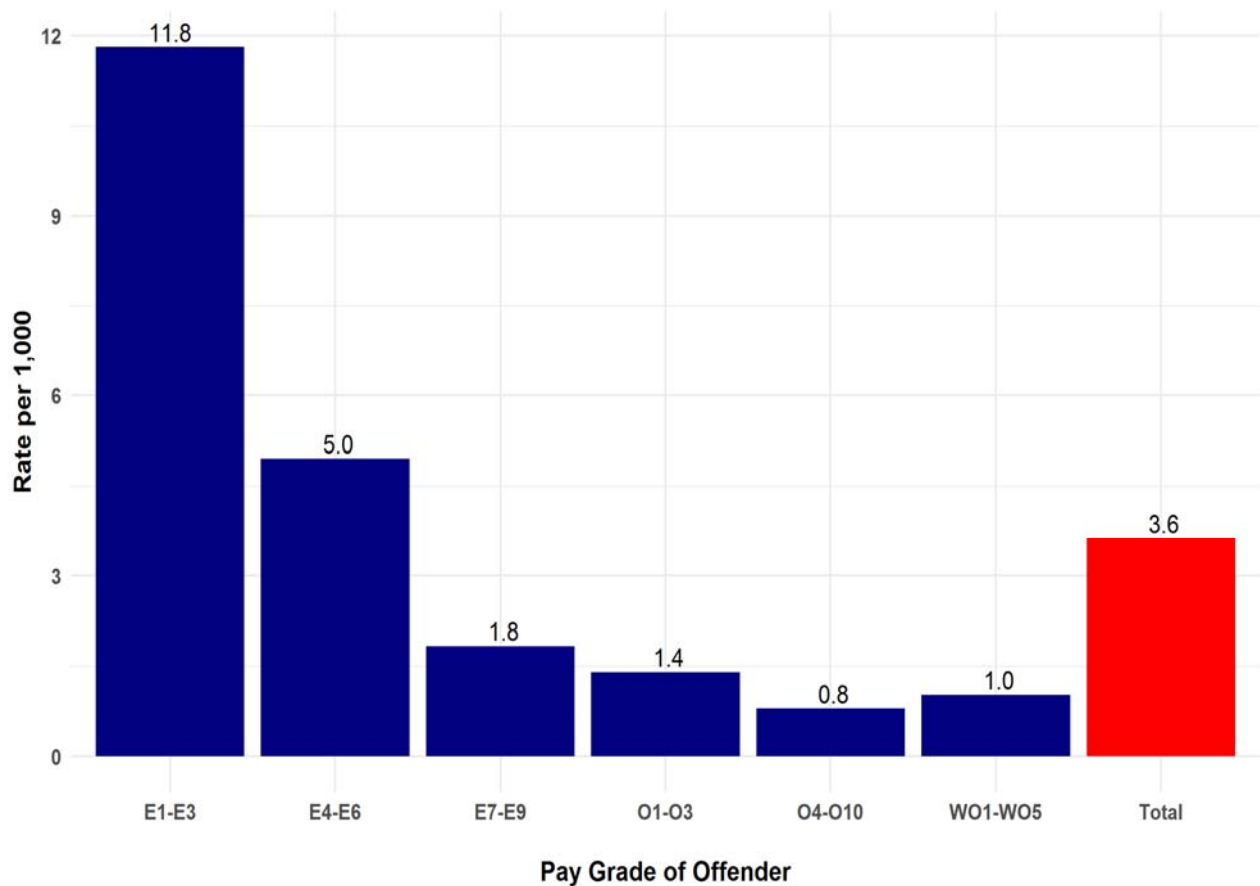


Figure 12. Rate of active duty parent met criteria offenders per 1,000 parents in the population by parent pay grade.

As shown in Figure 13, 54 percent of offenders in child abuse and neglect incidents that met criteria were male and 46 percent were female.

Sex of Offenders in Met Criteria Child Abuse and Neglect Incidents (FY18)

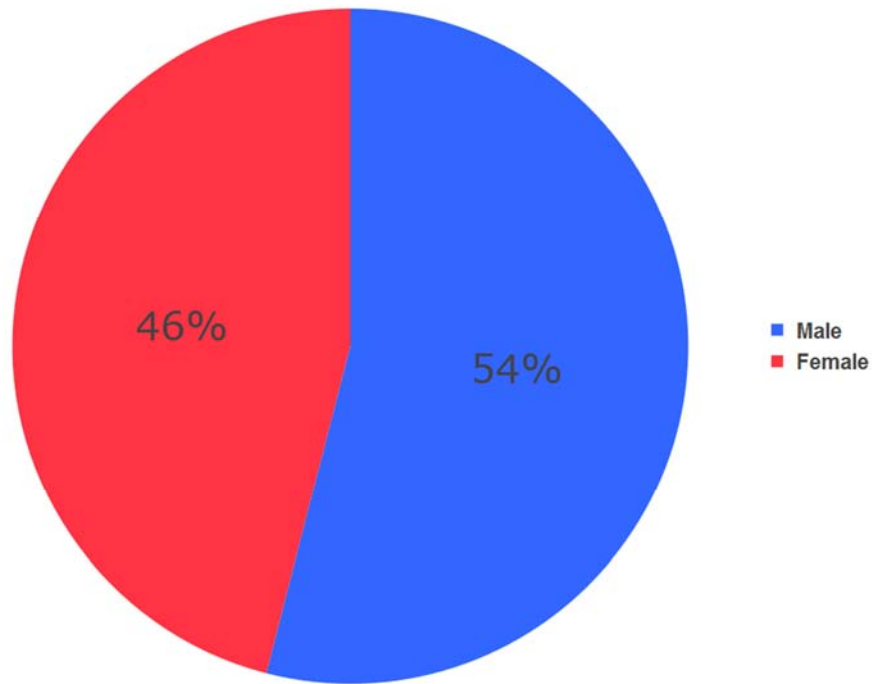


Figure 13. Sex of offenders in met criteria child abuse and neglect incidents in FY18.

Note. There were two offenders whose sex was not identified.

3-4. CHILD SEXUAL ABUSE

For the first time in this report, we specifically examine child sexual abuse as a subset of child abuse³⁰. These incidents are also reported in an appendix to the *2018 Annual Report on Sexual Assault in the Military*³¹. Child sexual abuse is defined as:

“The employment, use, persuasion, inducement, enticement, or coercion of any child to engage in, or assist any other person to engage in, any sexually explicit conduct or simulation of such conduct for the purpose of producing a visual depiction of such conduct; or the rape, and in cases of caretaker or inter-familial relationships, statutory rape, molestation, prostitution, or other form of sexual exploitation of children, or incest with children.”³²

In FY18, there were 227 met criteria incidents of child sexual abuse (see Table 3), and 219 unique victims of child sexual abuse who received FAP services. Given there were more incidents than victims, one or more victims experienced more than one incident of child sexual abuse in the same fiscal year. The rate of child sexual abuse incidents per 1,000 military children has decreased gradually since FY16, and overall since 2009.³³

Table 3: Incidents of Met Criteria Child Sexual Abuse (FY09-FY18)

Fiscal Year	Met Criteria Incidents	Met Criteria Child Sexual Abuse Incidents	Child Population	Met Criteria Child Sexual Abuse Incidents/1000	Percentage of Overall Met Criteria Child Abuse
2009	5,499	387	1,147,318	0.337	7.03
2010	6,633	410	1,166,079	0.352	6.18
2011	6,819	374	1,165,812	0.321	5.48
2012	7,003	346	1,140,024	0.304	4.94
2013	6,989	289	1,099,702	0.263	4.14
2014	7,676	328	1,050,889	0.312	4.27
2015	7,208	317	1,005,626	0.315	4.40
2016	6,998	311	969,058	0.321	4.44
2017	6,450	286	939,186	0.305	4.43
2018	6,010	227	921,193	0.246	3.78

Note: Total met criteria child abuse incidents numbers include physical abuse, emotional abuse, sexual abuse, and neglect met criteria numbers combined.

³⁰ DoD Instruction 6400.03 (Family Advocacy Command Assistance Team (FACAT)) defines child abuse as the physical or sexual abuse, emotional abuse, or neglect of a child by a parent, guardian, foster parent, or by a caregiver, whether the caregiver is intrafamilial or extrafamilial, under circumstances indicating the child’s welfare is harmed or threatened. Such acts by a sibling, other family member, or other person shall be deemed to be child abuse only when the individual is providing care under express or implied agreement with the parent, guardian, or foster parent.

³¹ The *2018 Annual Report on Sexual Assault in the Military* will be released on April 30, 2019.

³² DoDI 6400.03 (Family Advocacy Program Command Assistance Team (FACAT)), Glossary, April 25, 2014

³³ There is a downward trend in the number of met child sexual abuse incidents and the rate of child sexual abuse incidents per 1,000 military children. Although both metrics approach statistical significance, neither the FY18 number of met criteria incidents (227) nor the rate of child sexual abuse incidents per 1,000 military children (0.246) varied significantly from the respective average during the FY09-FY18 period (Grubbs’ test, $z = 1.85$, $p = .06$ and Grubbs’ test, $z = 1.94$, $p = .05$, respectively).

As shown in Figure 14, of the 219 unique victims of child sexual abuse who received FAP services in FY18, 89 percent were female and 11 percent were male. Of the 183 alleged offenders, 95.1 percent were male and 4.4 percent were female, and 1 was unknown (0.5 percent).

Sex of Offenders and Victims in Met Criteria Child Sexual Abuse Incidents (FY18)

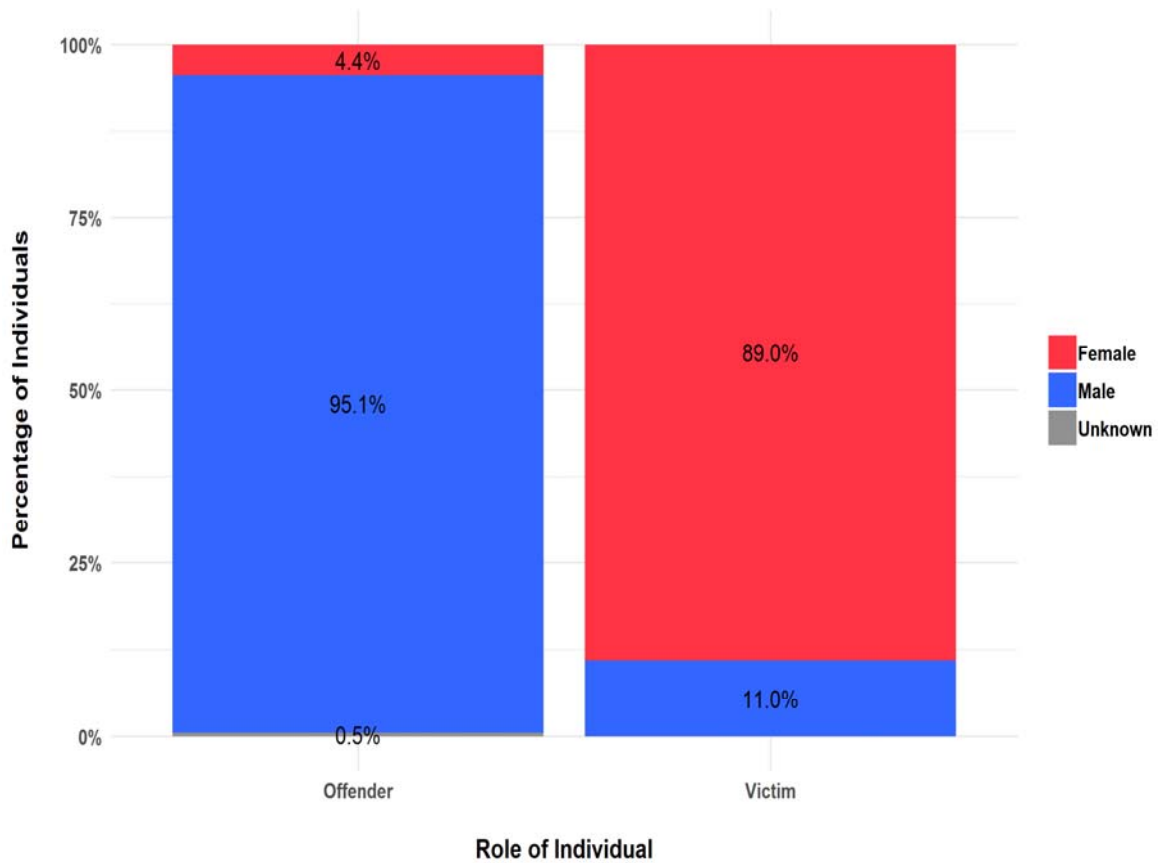


Figure 14. Sex of offenders and victims in met criteria incidents of child sexual abuse.

Figure 15 highlights the age ranges of child victims in met criteria child sexual abuse incidents. Four (1.8 percent) victims were ages 0-1, 29 (13.3 percent) were ages 2-5, 64 (29.2 percent) were ages 6-10, and 120 (54.8 percent) were ages 11-17. Comprising the last 0.9 percent, one victim was 18 years old, but still in a dependent status, and one victim was 28 years old, reporting abuse that occurred when the individual was a child dependent.

Ages of Unique Victims of Child Sexual Abuse (FY18)

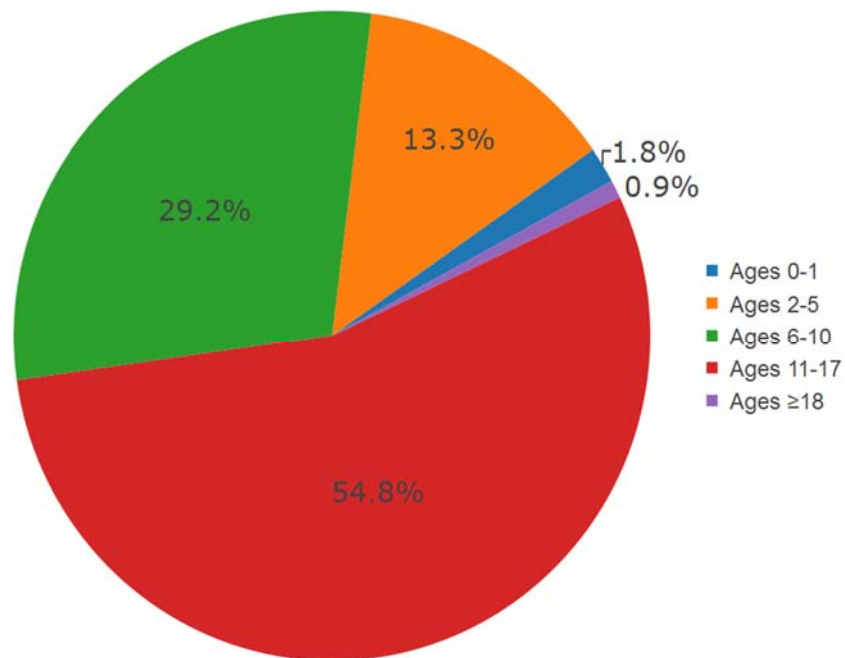


Figure 15. Ages of unique victims in met criteria incidents of child sexual abuse.

As shown in Figure 16, of the alleged offenders in met criteria incidents of child sexual abuse, 57.4 alleged offenders were Military Service member parents, 18.6 percent were extrafamilial caregivers, 13.1 percent were other family members, and 10.9 percent were civilian parents.

All 126 alleged offenders who were Military Service members were active duty. Of the 126 Military Service members, 116 (92.1 percent) were enlisted members, 8 (6.3 percent) were officers, and 2 (1.6 percent) were warrant officers.

Caregiver Status of Unique Offenders in Met Criteria Child Sexual Abuse Incidents (FY18)

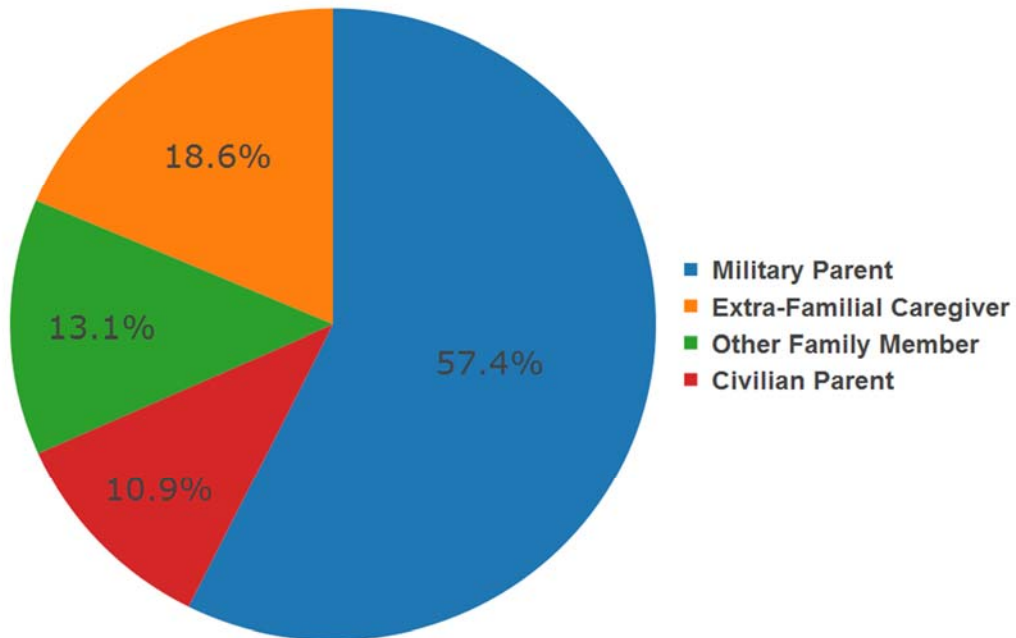


Figure 16. Caregiver status of unique offenders in met criteria incidents of child sexual abuse.

3-5. CHILD ABUSE FATALITIES

As discussed previously, FY18 fatality reviews will take place in the Military Services in FY20. Data on fatalities included in this report represent only those fatalities taken to the IDC after the death of the victim in FY18 and met criteria for child abuse and neglect.

There were 26 child abuse-related fatalities involving 27 offenders taken to the IDC and entered into the Central Registry in FY18 (see Table 4). Three child victims and seven of the met criteria offenders were previously known to FAP.³⁴ In the child fatality incidents, 16 of the met criteria offenders were male and 11 were female. Sixteen of the met criteria offenders were active duty, and 11 offenders had a civilian status. Fourteen (53.8 percent) fatalities were 1 year old or younger, 10 (38.5%) fatalities were 2-5 years old, and 2 (7.7%) fatalities were 6-16 years old.

Table 4: Child Abuse and Neglect Fatalities Reported to FAP in FY18

Total Fatalities: 26
- 27 Met criteria offenders involved (including 2 fatalities with 2 offenders)
- 3 Child victims previously known to FAP
- 7 Met criteria offenders previously known to FAP
Sex of met criteria offenders
- 16 Male
- 11 Female
Status of met criteria offenders
- 16 Active duty
- 11 Civilian
Ages of Victims
- 14 Fatalities were one year old or younger
- 10 Fatalities were between ages 2-5
- 2 Fatalities were between ages 6-16

Note: Represents only those fatalities taken to the IDC in FY18. Service fatality reviews will take place in FY20.

³⁴ “Known to FAP” means that the offender or victim was involved in a previous met criteria incident.

4. DOMESTIC ABUSE

This section discusses reports to FAP of domestic abuse (spouse abuse and intimate partner abuse) in FY18, incidents of spouse abuse and intimate partner abuse that met criteria, and the characteristics of those adult victims and alleged offenders for cases that met criteria.

DoD Instruction (DoDI) 6400.06 “Domestic Abuse Involving DoD Military and Certain Affiliated Personnel” defines domestic abuse as “domestic violence, or a pattern of behavior resulting in emotional/psychological abuse, economic control, and/or interference with personal liberty that is directed to a person who is:

- A current or former spouse,
- A person with whom the abuser shares a child in common, or
- A current or former intimate partner with whom the abuser shares or has shared a common domicile.”

For purposes of this report, we provide distinct analyses of incidents of spouse abuse and incidents of intimate partner abuse, as well as an analysis of the umbrella category of domestic abuse, which contains the sum of all incidents.

Spouse abuse – Either the victim or offender may have been an active duty Service member or the civilian spouse of an active duty Service member.

Intimate partner abuse – In FY06, an additional category, “intimate partner”, was added to capture incidents involving (1) a former spouse, (2) a person with whom the victim shares a child in common, or (3) a current or former intimate partner with whom the victim shares or has shared a common domicile. In such cases, the victim or the offender may have been an active duty Service member or civilian.

Domestic abuse, per DoD policy, represents four distinct types of maltreatment for either spouse or intimate partner abuse: physical abuse, emotional abuse, sexual abuse, and neglect. Spousal neglect is a type of domestic abuse in which an adult fails to provide necessary care or assistance for his or her spouse who is incapable of self-care physically, emotionally, or culturally. Each of these types of maltreatment is outlined in implementing guidance for use during the standardized incident determination process.³⁵

Incidents of domestic abuse are reported separately by type of maltreatment; one or more incidents may be submitted to the Central Registry involving an individual victim. Prior to FY15, incidents may have included multiple types of maltreatment under one incident; as explained previously, reporting was standardized for consistency.

³⁵ DoDM 6400.01, Volume 3 (Family Advocacy Program), Glossary, August 11, 2016.

4-1. DOMESTIC ABUSE INCIDENTS

In FY18, there were a total of 8,039 met criteria incidents of domestic abuse reported to FAP. As shown in Figure 17, physical abuse represented three-quarters (73.69 percent) of these incidents, emotional abuse represented a little less than one quarter (22.64 percent), and fewer incidents involved sexual abuse (3.61 percent) and neglect (0.06 percent).

Domestic abuse incidents involving sexual abuse comprised 3.61 percent of all met criteria domestic abuse incidents, representing a decrease of 0.11 percentage points from the percentage in FY17 (3.72). Prior to FY18, the proportion of domestic abuse incidents involving sexual abuse had incrementally increased. Although the percentage of adult sexual abuse incidents decreased in FY18, it does not represent a statistically significant difference from the mean of percentages over the past 10 years.³⁶

Type of Domestic Abuse in Met Criteria Incidents (FY18)

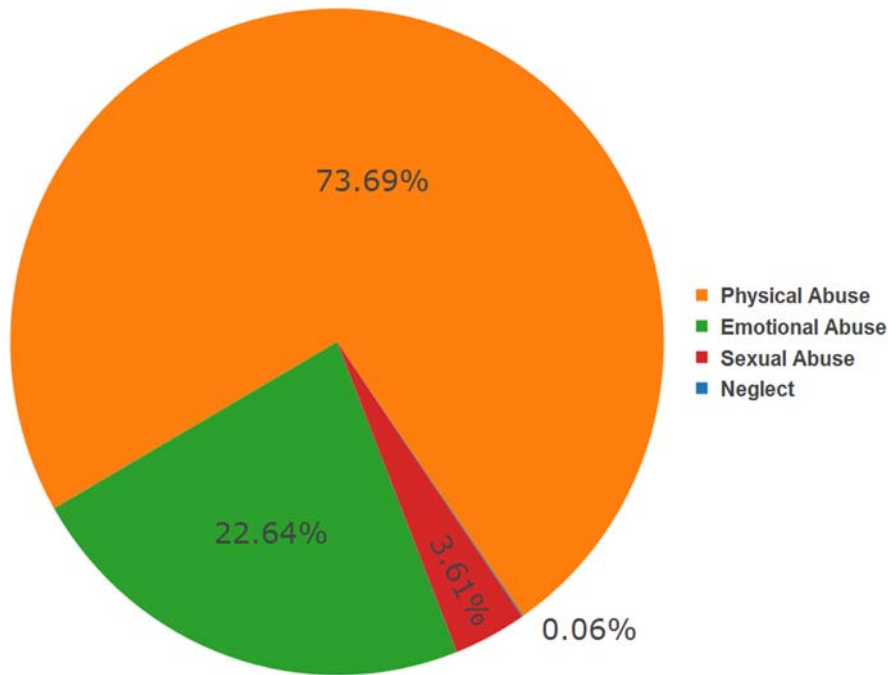


Figure 17. Percentage of the types of abuse in domestic abuse incidents that met DoD criteria in FY18.

Note. Domestic abuse includes spouse abuse and intimate partner abuse incidents.

³⁶ The FY18 proportion (3.61%) of sexual abuse incidents among all domestic abuse incidents is not significantly different compared to the average proportion of sexual abuse incidents among domestic abuse incidents during the FY09 to FY18 period (Grubbs' test, $z = 1.28, p = .20$).

4-2. SPOUSE ABUSE

As outlined in the previous section, spouse abuse includes acts of physical violence, sexual abuse, emotional abuse, or neglect. Incidents of abuse are reported separately by type of abuse; one or more incidents may be submitted to the Central Registry involving an individual victim. As noted previously, prior to FY15, incidents may have included multiple types of abuse under one incident; reporting was standardized for consistency. The FY09 through FY18 data on spouse abuse included in this section is limited to only those incidents involving married individuals.

There are three rates calculated for spouse abuse in this report: the rate of reported incidents, the rate of met criteria incidents, and the rate of spouse victimization. The first two rates can be impacted by external factors. For example, the rate of reports can fluctuate based on the impact of awareness campaigns, training, and efforts to reduce stigma in the community associated with contacting FAP. Process improvements such as the implementation of the IDC and counting each type of maltreatment as a distinct incident can impact the rate of met criteria incidents. The spouse abuse victimization rate measures the number of married individuals who experience spouse abuse per 1,000 married military couples, and offers an alternative way to examine the rates of spouse abuse that reflects the unique number of spouses who experienced abuse and neglect across years.

As shown in Table 5, the FY18 rate of reported spouse abuse per 1,000 couples was 24.3, which is slightly lower than the rate per 1,000 in FY17 (24.5). This numerical difference of 0.2 represents a 0.8 percent decrease in the rate of reported incidents.³⁷ The rate of incidents of spouse abuse that met criteria per 1,000 married couples was 11.2, equal to the rate per 1,000 in FY17 (11.2).³⁸

Table 5: Reports and Incidents of Spouse Abuse (FY09-FY18)

Fiscal Year	Married Couples Population	Reported Incidents	Reports/1000	Met Criteria Incidents	Met Criteria Incidents/1000
2009	738,067	18,208	24.7	7,476	10.1
2010	751,758	18,785	25.0	8,411	11.2
2011	753,110	19,277	25.6	8,386	11.1
2012	734,308	18,671	25.4	8,345	11.4
2013	713,135	17,295	24.3	7,935	11.1
2014	690,460	16,287	23.6	7,464	10.8
2015	665,429	15,725	23.6	7,892	11.9
2016	646,782	15,144	23.4	7,661	11.8
2017	638,132	15,657	24.5	7,153	11.2
2018	628,167	15,242	24.3	7,015	11.2

Note. Incidents of maltreatment are reported separately by type of maltreatment; one or more incidents may be submitted to the Central Registry involving an individual victim.

³⁷ The FY18 rate of spouse abuse reports (24.3) is not significantly different than the average rate of spouse abuse reports during the FY09-FY18 period (Grubbs' test, $z = 0.23$, $p = .82$).

³⁸ The FY18 rate of met criteria incidents of spouse abuse per 1,000 married couples (11.2) is not significantly different than the average rate of met criteria incidents of spouse abuse per 1,000 married couples rate during the FY09-FY18 period (Grubbs' test, $z = 0.03$, $p = .98$).

The rate of spouse abuse incidents reported to FAP and the rate of the spouse abuse incidents that met criteria per 1,000 married couples from FY09-FY18 are displayed in Figure 18. Both of these rates have seen only slight fluctuations over the past 10 years, with no statistically significant difference between the FY18 rates when compared to the average of rates from FY09-FY18.

Spouse Abuse Report vs. Met Criteria Rates per 1,000 Married Couples (FY18)

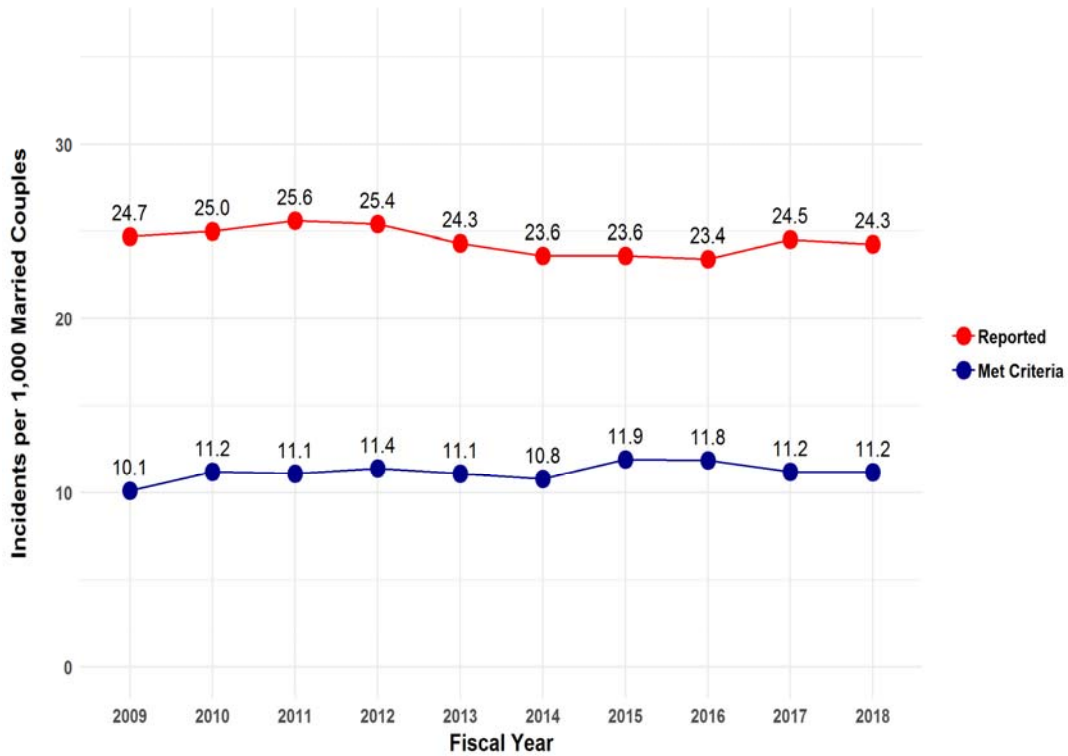


Figure 18. Rates of spouse abuse incidents reported to FAP and the rates of spouse abuse incidents that met DoD criteria per fiscal year.

Note. Prior to FY15, incidents may have included multiple types of maltreatment (physical, sexual, emotional, neglect) under one incident report.

As shown in Table 6, there were 5,550 unique victims of spouse abuse in FY18. The FY18 unique spouse abuse victim rate per 1,000 married couples was 8.8, which is lower than the rate per 1,000 in FY17 (9.1). This numerical difference of 0.3 represents a 3 percent decrease in the rate of spouse abuse victims.

Table 6: Unique Victims of Spouse Abuse (FY09-FY18)

Fiscal Year	Met Criteria Incidents	Unique Victims	Married Couples Population	Met Criteria Incidents/1000	Rate of Victims/1000
2009	7,476	7,091	738,067	10.1	9.6
2010	8,411	7,698	751,758	11.2	10.2
2011	8,386	7,510	753,110	11.1	10.0
2012	8,345	7,462	734,308	11.4	10.2
2013	7,935	6,928	713,135	11.1	9.7
2014	7,464	6,491	690,460	10.8	9.4
2015	7,892	6,314	665,429	11.9	9.5
2016	7,661	6,033	646,782	11.8	9.3
2017	7,153	5,781	638,132	11.2	9.1
2018	7,015	5,550	628,167	11.2	8.8

Note. This table shows the number of spouse abuse incidents that met criteria for maltreatment and the number of unique victims who experienced those incidents. Incidents of maltreatment are reported separately by type of maltreatment (physical, sexual, emotional, neglect); one or more incidents may be submitted to the Central Registry involving an individual victim.

The rates of unique spouse abuse victims per 1,000 married couples from FY09-FY18 are displayed in Figure 19.³⁹

Rate of Unique Spouse Abuse Victims per 1,000 Married Couples (FY09-FY18)

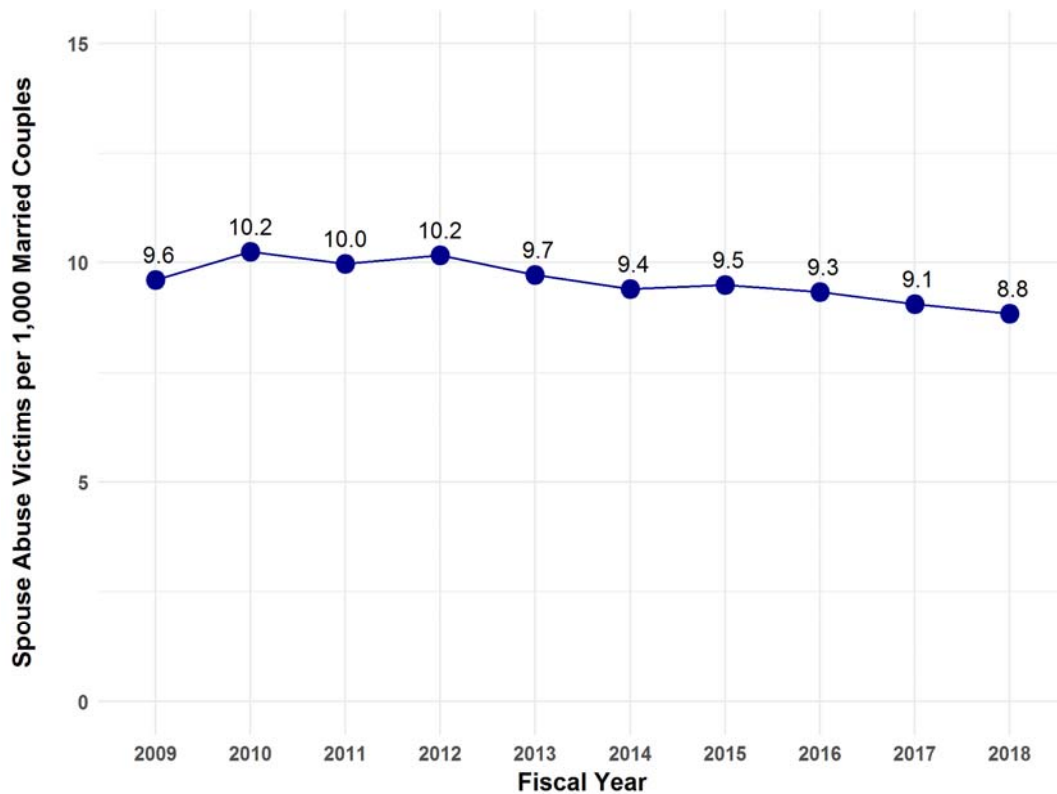


Figure 19. Yearly rates of unique victims of met criteria spouse abuse per 1,000 married couples in the military population.

Comparison to Civilian Data

Unlike child abuse and neglect, there is no federal mechanism to track rates of civilian spouse abuse for comparison to the military population. This is, in part, because each state has different laws and definitions of domestic abuse, making any aggregation of these incidents very difficult.

³⁹ Although there is an overall downward trend in the spouse abuse victim rates over time, the FY18 spouse abuse victim rate (8.8) per 1,000 married couples is not significantly different from the average rate of victimization during the FY09-FY18 period (Grubbs' test, $z = 1.63, p = .10$).

Spouse Abuse Victim Profile

This section describes adults who were victims in incidents that met criteria for spouse abuse.

The military status of victims involved in spouse abuse incidents which met criteria in FY18 were divided nearly evenly between military and non-military status, as seen in Figure 20. Of the total victims, 54 percent were Military Service members and 46 percent were civilian.

Military Status of Victims in Met Criteria Spouse Abuse Incidents (FY18)

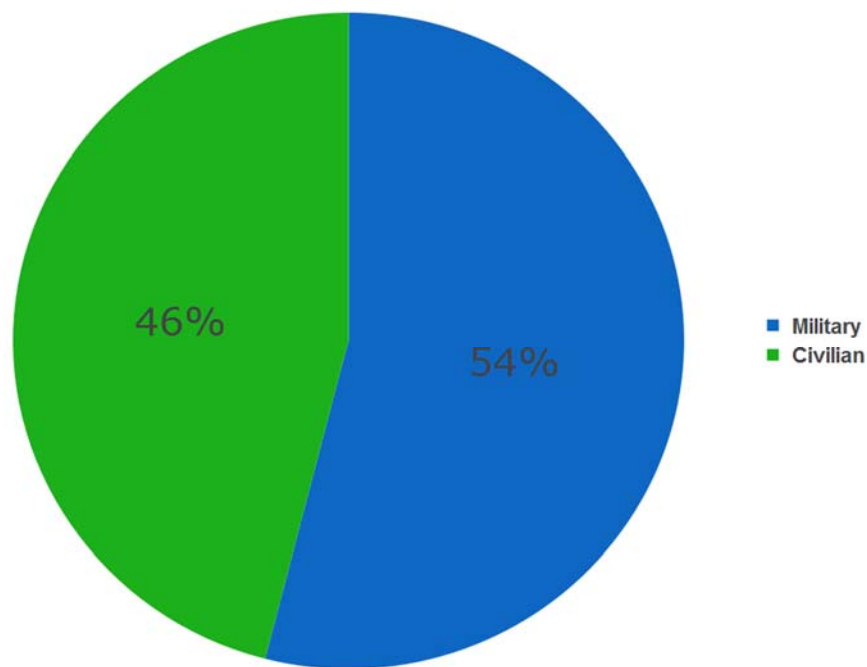


Figure 20. Military status of spouse abuse victims.

Note. Military includes active duty members as well as Reserve and National Guard members who are in an active status.

Overall, 65 percent of victims of spouse abuse in met criteria incidents were female and 35 percent of the victims were male. Figure 21 displays the sex of spouse abuse victims for each type of maltreatment. Females experienced all types of abuse more than males. Ninety-seven percent of spouse abuse victims who experienced sexual abuse were female versus 3 percent male. Seventy-six percent of victims who experienced emotional abuse were female versus 24 percent male. Sixty-three percent of victims who experienced physical abuse were female versus 37 percent male; 100 percent of victims who experienced neglect were female.

Sex of Victims in Met Criteria Spouse Abuse Incidents (FY18)

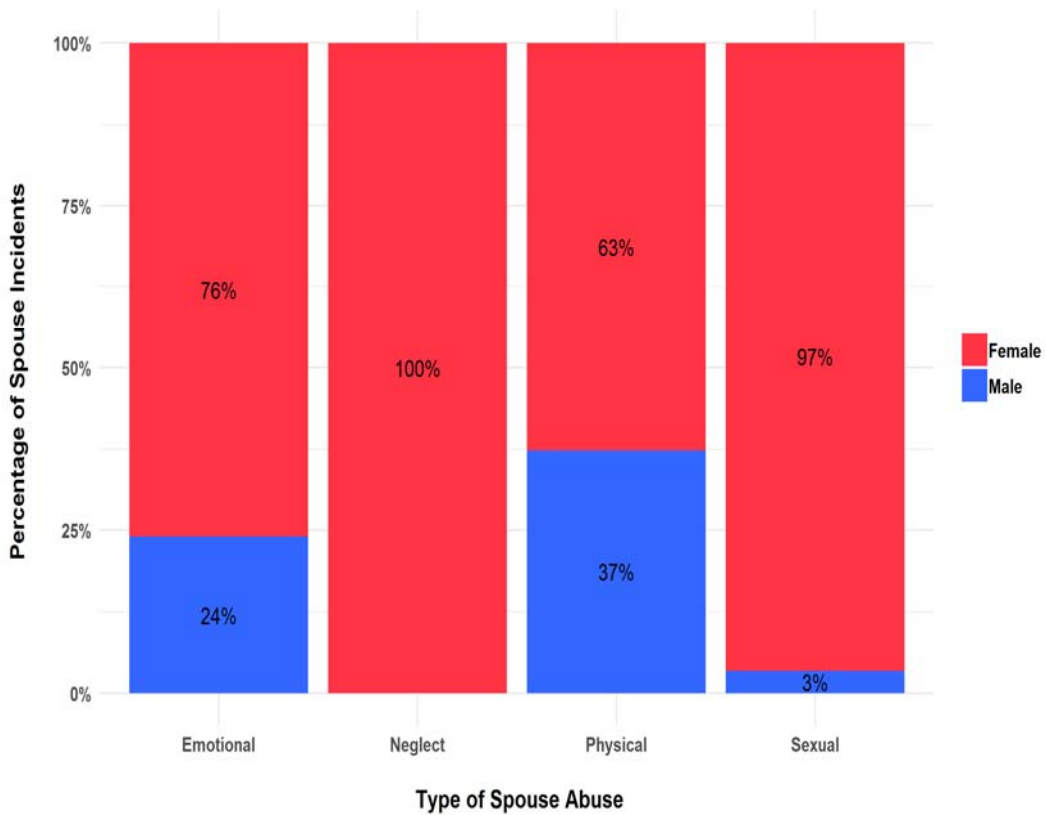


Figure 21. Sex of victims of met criteria spouse abuse incidents, by type of maltreatment.

Spouse Abuse Offender Profile

This section describes characteristics of adults who were the alleged offenders involved in incidents that met criteria for spouse abuse, including military status and pay grade.

The military status of offenders involved in spouse abuse incidents that met criteria in FY18 are displayed in Figure 22. Fifty-seven percent of alleged offenders were military members and 43 percent were civilian.

Military Status of Offenders in Met Criteria Spouse Abuse Incidents (FY18)

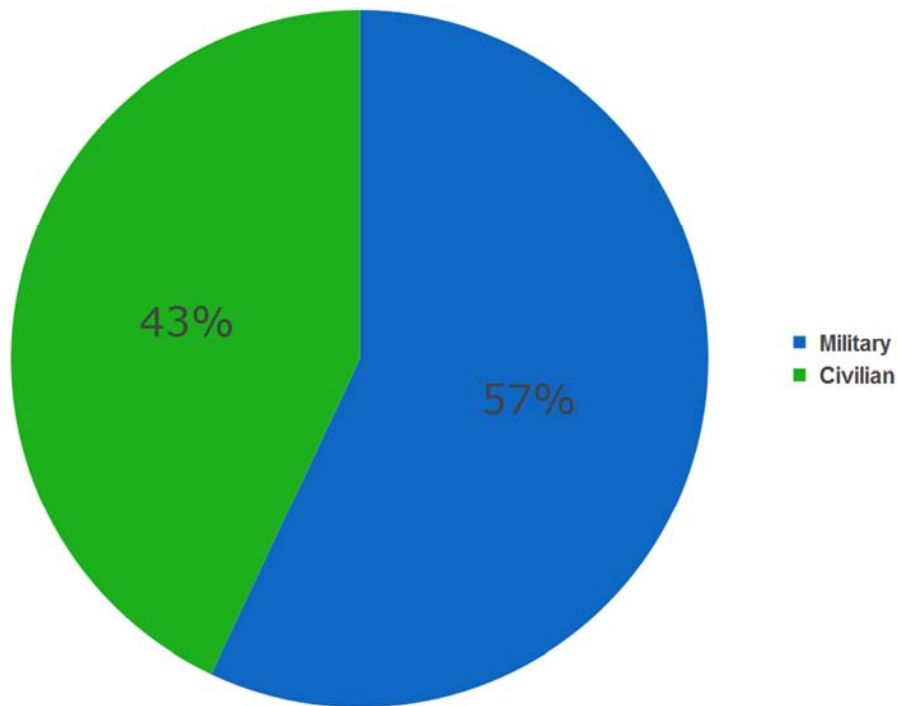


Figure 22. Military status of spouse abuse offenders.

Note. Military includes active duty members as well as Reserve and National Guard members who are in an active status.

As shown in Figure 23, the military status distribution of offenders in met criteria spouse abuse incidents has been relatively consistent since FY09. In FY18, 57 percent of alleged offenders were military members and 43 percent were civilian.

Military Status of Offenders in Met Criteria Spouse Abuse Incidents (FY09-FY18)

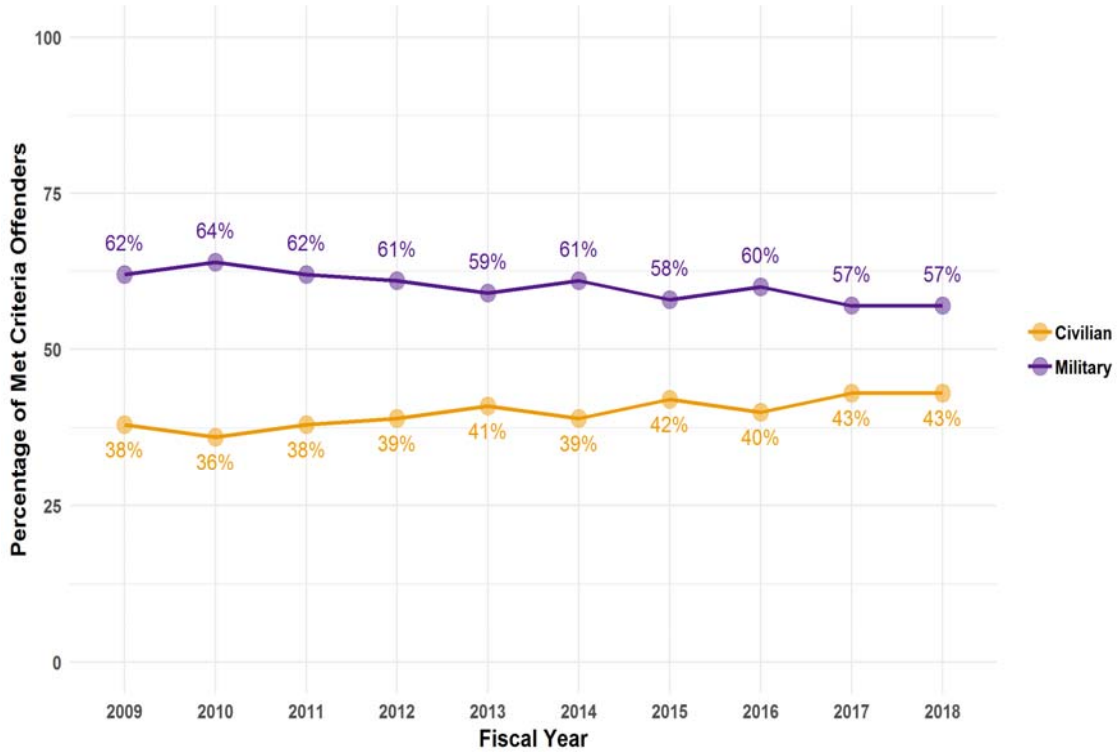


Figure 23. Military status of spouse abuse offenders in met criteria incidents over time.

Figure 24 displays a breakdown by pay grade for military offenders who were involved in a spouse abuse incident that met criteria. The majority of alleged offenders were junior enlisted members; approximately 63 percent were E4-E6 and 25 percent were E1-E3. Seven percent of alleged offenders were E7-E9, five percent were officers (three percent were O1-O3, two percent were O4-O10), and less than one percent were warrant officers (WO1-WO5).

Military Met Criteria Spouse Abuse Offenders, by Pay Grade (FY18)

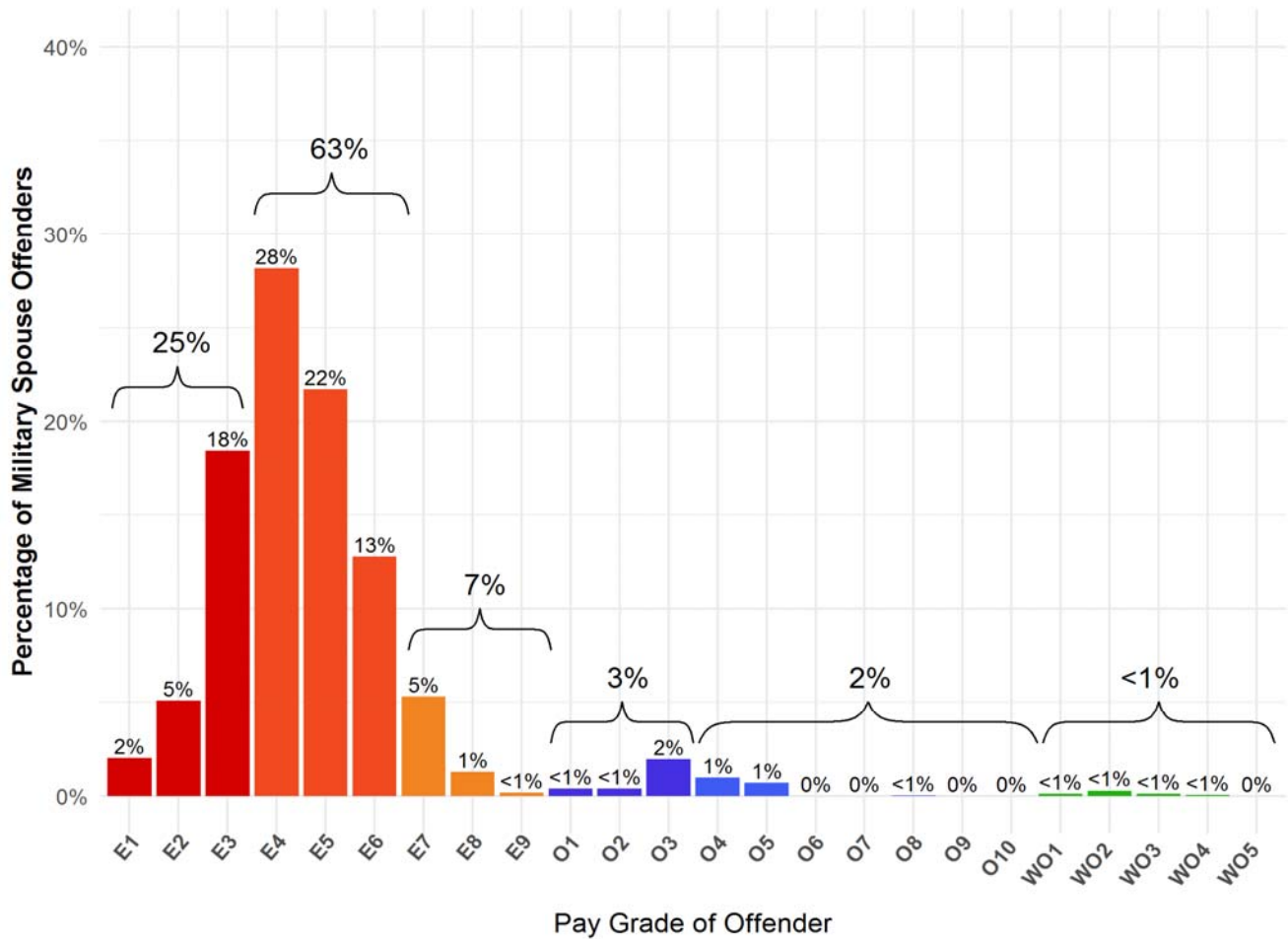


Figure 24. Percentage of spouse abuse offenders in each pay grade.

Note. Military includes active duty members as well as Reserve and National Guard members who are in an active status.

When compared to the total population of active duty married couples in FY18, the differences among proportions of active duty spouse abuse offenders in met criteria incidents by pay grade are pronounced. As displayed in Figure 25, the proportion of active duty offenders in met criteria incidents of spouse abuse is greater than the respective proportion of the total active duty population of married couples with spouses in the E4-E6 pay grade (62 percent vs. 52 percent) and the E1-E3 pay grade (25 percent vs. 9 percent).

Conversely, the proportion of active duty offenders in met criteria incidents of spouse abuse is less than the respective proportion of the total active duty population of married couples with spouses in the E7-E9 (7 percent vs. 16 percent), O1-O3 (3 percent vs. 10 percent), O4-O10 (2 percent vs. 11 percent), and WO1-WO5 (2 percent vs. 1 percent) pay grades.

Active Duty Spouse Abuse Offenders by Pay Grade, Compared to Demographics (FY18)

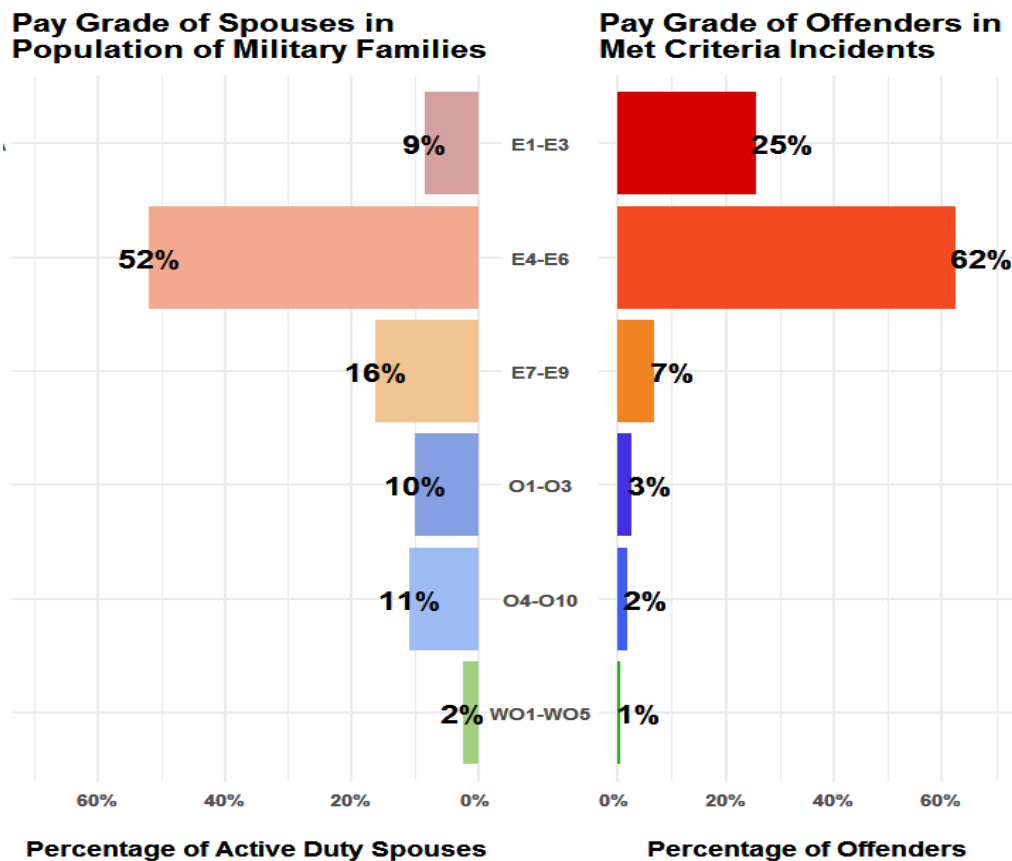


Figure 25. Comparison of the proportion of active duty spouses in the military population with a particular pay grade (on the left) to the proportion of spouses who were offenders of a met criteria incident of spouse abuse (on the right) by pay grade.

While the breakdown of active duty spouse abuse offenders by pay grade in Figure 25 indicates that the greatest proportion of active duty offenders were in the E4-E6 pay grades, the highest rate per 1,000 of active duty married couples involved in incidents of spouse abuse is for offenders who are in the E1-E3 (15.1) pay grades (see Figure 26).

Rate of Active Duty Spouse Abuse Offenders per 1,000 Married Couples, by Pay Grade (FY18)

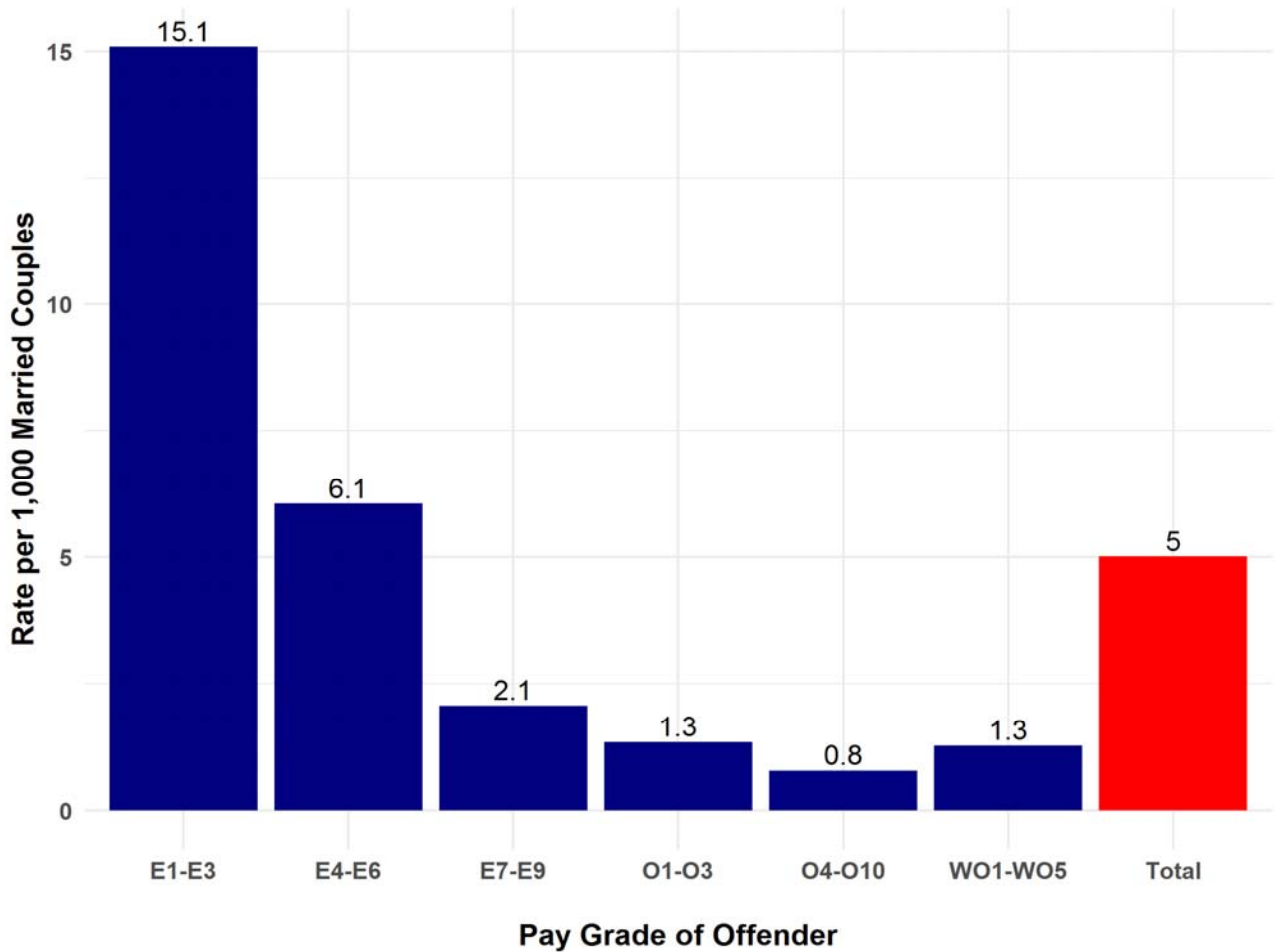


Figure 26. Rate of active duty offenders of met criteria spouse abuse incidents per 1,000 married couples in the population, by offender pay grade.

Overall, 62 percent of spouse abuse offenders were male and 38 percent of offenders were female.

Figure 27 shows the proportions of male and female offenders for each individual type of met criteria spouse abuse, and indicates that more males were offenders for all types of spouse abuse. The vast majority of spouse abuse offenders for incidents of sexual abuse were male (96 percent vs. 4 percent female) and three-quarters of offenders for emotional abuse incidents were male (75 percent vs. 25 percent female). All offenders in neglect incidents were male (100 percent), and 60 percent of offenders in physical abuse incidents were male versus 40 percent female.

Sex of Met Criteria Spouse Abuse Offenders (FY18)

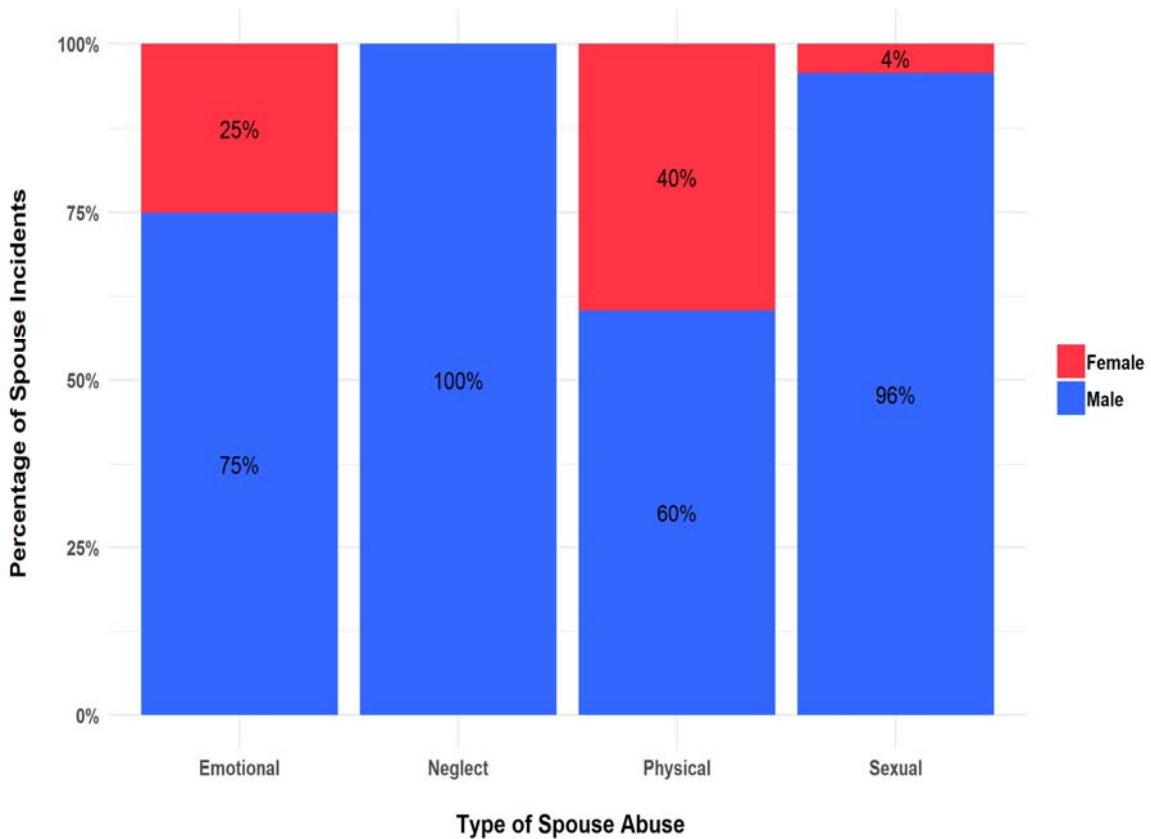


Figure 27. Sex of offenders in met criteria incidents of spouse abuse.

Looking specifically at active duty offenders of met criteria spouse abuse, 88 percent were male and 12 percent were female.

Figure 28 shows the proportions of active duty male offenders and active duty female offenders for each individual type of met criteria spouse abuse. The vast majority of active duty spouse abuse offenders for incidents of sexual abuse, emotional abuse, and neglect were male (98 percent vs. 2 percent female for sexual abuse, 95 percent vs. 5 percent for emotional abuse, and 100 percent for neglect). Eighty-seven percent of active duty offenders in physical abuse incidents were male versus 13 percent female.

Sex of Active Duty Spouse Abuse Offenders (FY18)

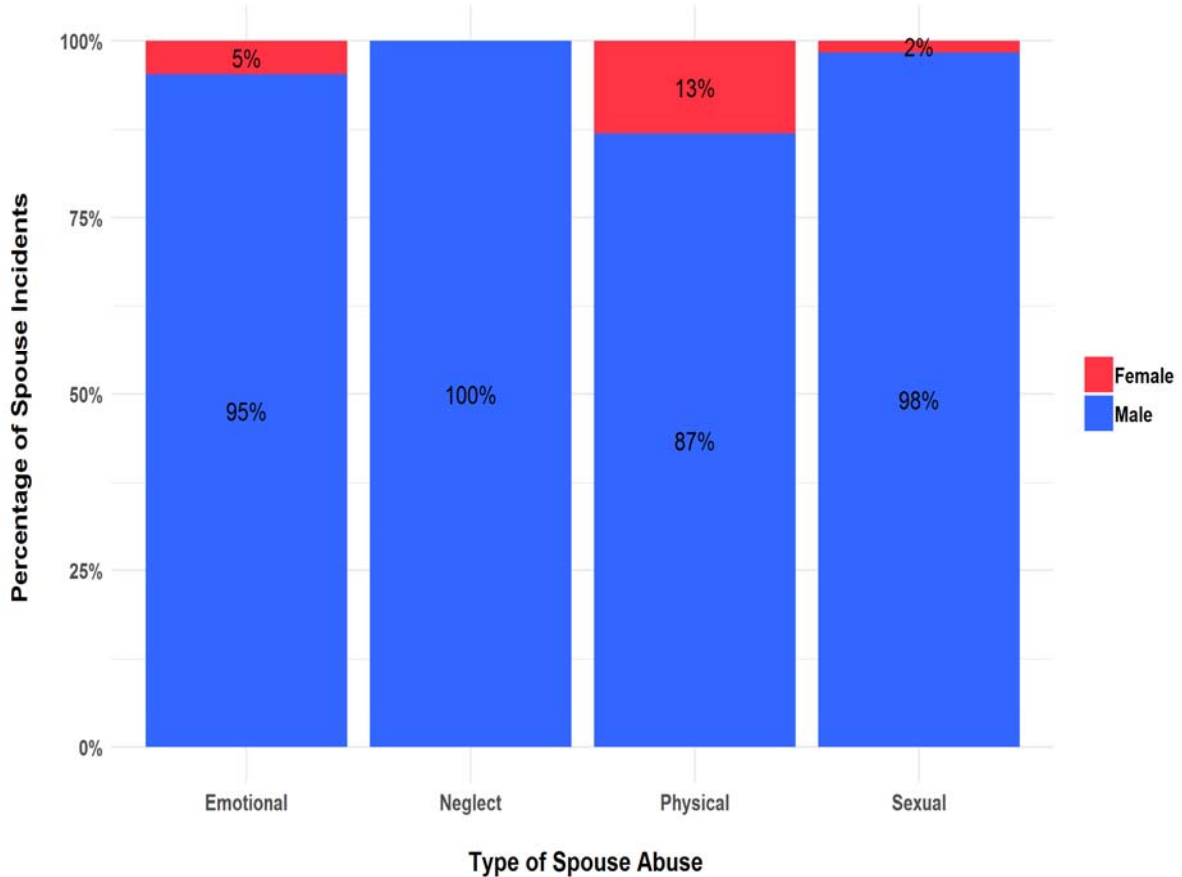


Figure 28. Sex of active duty offenders in met criteria incidents of spouse abuse.

Figure 29 shows the breakdown of spouse abuse offenders by sex and military status. Among male offenders of met criteria incidents of spouse abuse, 2,805 were Military Service members, 638 were family members, and 11 fell into the “other” category.⁴⁰ Among female offenders of met criteria incidents of spouse abuse, 379 were Military Service members, 1,702 were family members, and 8 fell into the “other” category.

Spouse Abuse Offenders, by Sex and Military Status (FY18)

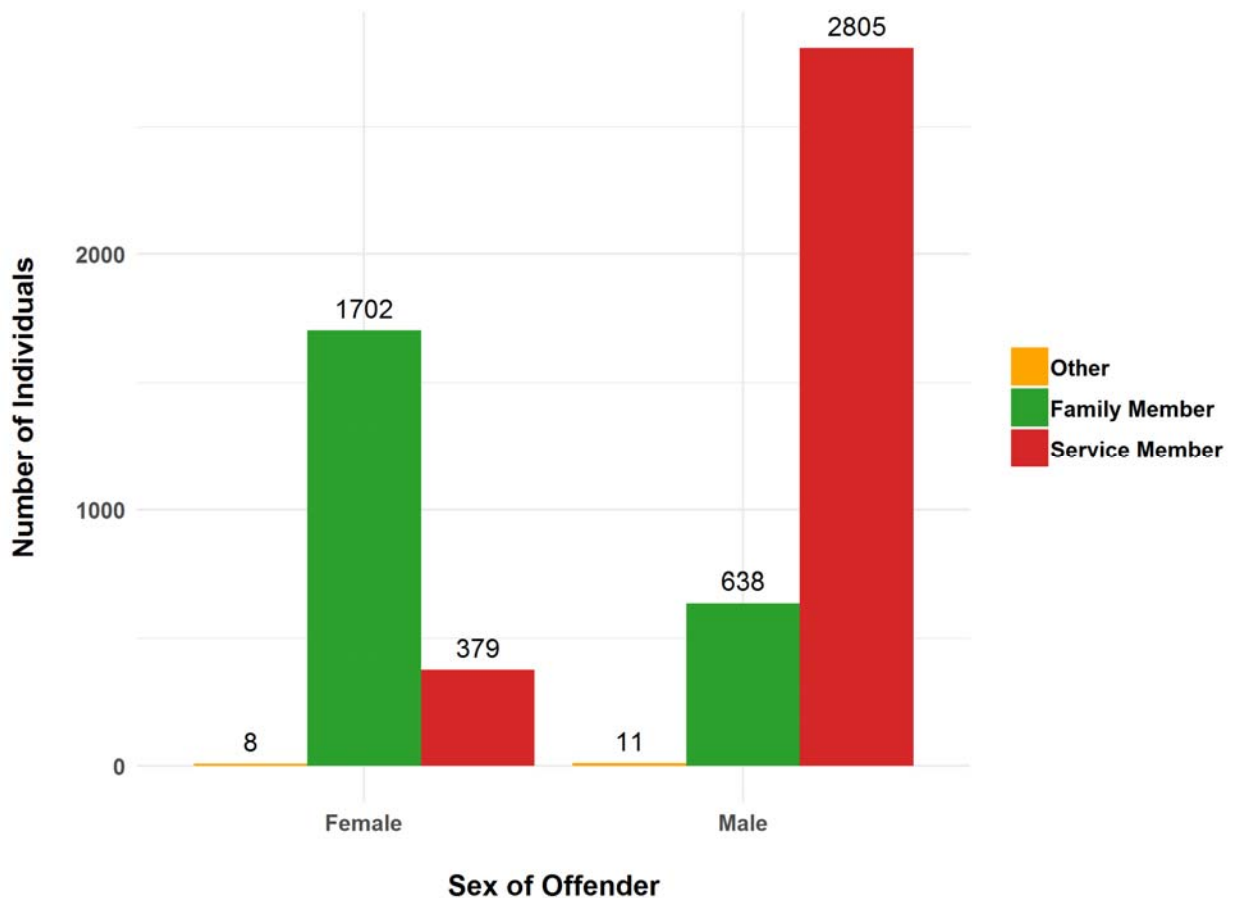


Figure 29. Number of spouse abuse offenders by sex and military status

Note. “Other” category includes DoD civilian, retired, government civilian, non-beneficiary, and unknown status, due to missing data.

⁴⁰ The “other” category includes alleged offenders who were DoD civilians, retired Military Service members, government civilians, non-beneficiaries, and those who had an unknown status. Improvements in data entry (properly categorizing an offender as a “family member” primarily rather than a “DoD civilian” or “retired”) has resulted in a decrease in the “other” category when compared to prior reports.

4-3. INTIMATE PARTNER ABUSE

As with child abuse and neglect and spouse abuse, incidents of intimate partner abuse are reported separately by type of abuse. Prior to FY15, incidents may have included multiple types of abuse under one incident; now, more than one incident may be submitted to the Central Registry involving an individual victim. This represents a change in reporting for consistency. The data on intimate partner abuse included in this section are those incidents involving former spouses, individuals with whom the victim shares a child in common, and current or former partners with whom the victim shares or has shared a common domicile. As outlined previously, the types of maltreatment for intimate partner abuse are consistent with those for spouse abuse (physical, emotional, sexual, neglect).

In FY18, there were 1,024 met criteria incidents of unmarried intimate partner abuse, involving 822 adult victims (see Table 7).⁴¹ A rate per thousand of intimate partner abuse cannot be established, as data on unmarried individuals involved in intimate partner relationships as defined by DoD are not available.

Table 7: Incidents of Intimate Partner Abuse (FY09-FY18)

Fiscal Year	Reported Incidents	Met Criteria Incidents	Unique Victims
2009	1,415	747	562
2010	1,539	721	588
2011	1,662	867	648
2012	1,718	909	656
2013	1,866	996	689
2014	1,870	969	669
2015	1,798	966	778
2016	1,771	1,022	847
2017	1,519	916	756
2018	1,670	1,024	822

⁴¹ The number of intimate partner abuse incidents in FY18 (1,024) is not significantly different from the average number of intimate partner abuse during the FY09-FY18 period (Grubbs' test, $z = 1.03, p = .30$). The unique number (822) of met criteria intimate partner abuse victims in FY18 is not significantly different from the average number of incidents of intimate partner abuse during the FY09-FY18 period (Grubbs' test, $z = 1.25, p = .20$).

Intimate Partner Abuse Victim Profile

This section describes characteristics of adults who were the victims in incidents that met criteria for intimate partner abuse.

The military status of victims involved in intimate partner abuse incidents which met criteria in FY18 are displayed in Figure 30. Of the victims of intimate partner abuse, 62 percent of victims were Military Service members and 38 percent were civilian.

Military Status of Victims in Met Criteria Intimate Partner Abuse Incidents (FY18)

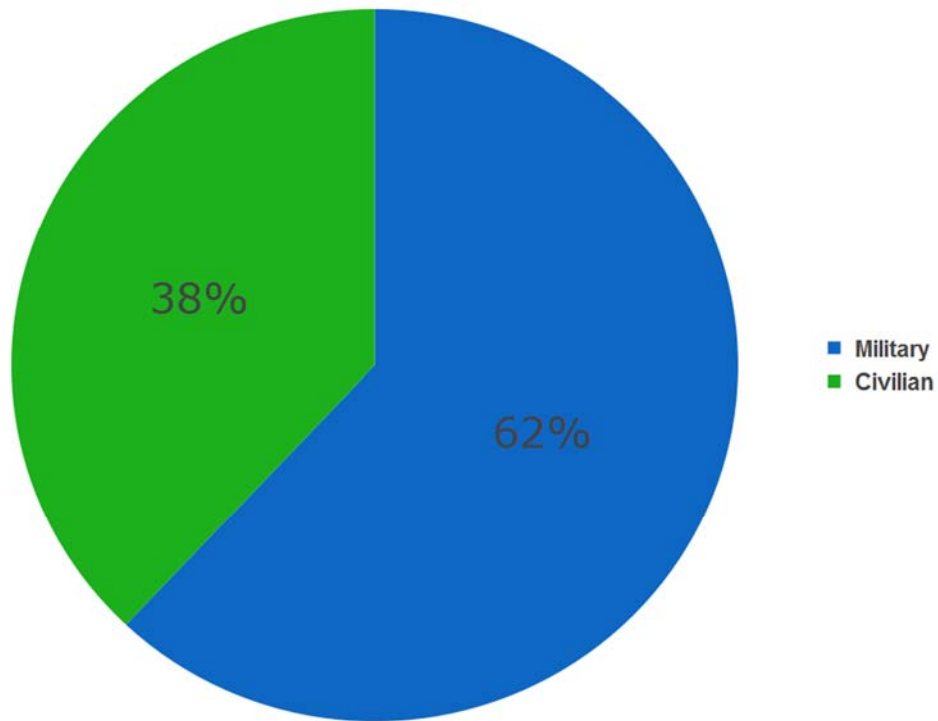


Figure 30. Military status of victims of met criteria incidents of intimate partner abuse in FY18.

Note. Military includes active duty members as well as Reserve and National Guard members who are in an active status.

The sex of victims involved in met criteria incidents of intimate partner abuse incidents in FY18 are displayed in Figure 31. Of the victims of intimate partner abuse, 71 percent were female and 29 percent of victims were male.

Sex of Victims in Met Criteria Intimate Partner Abuse Incidents (FY18)

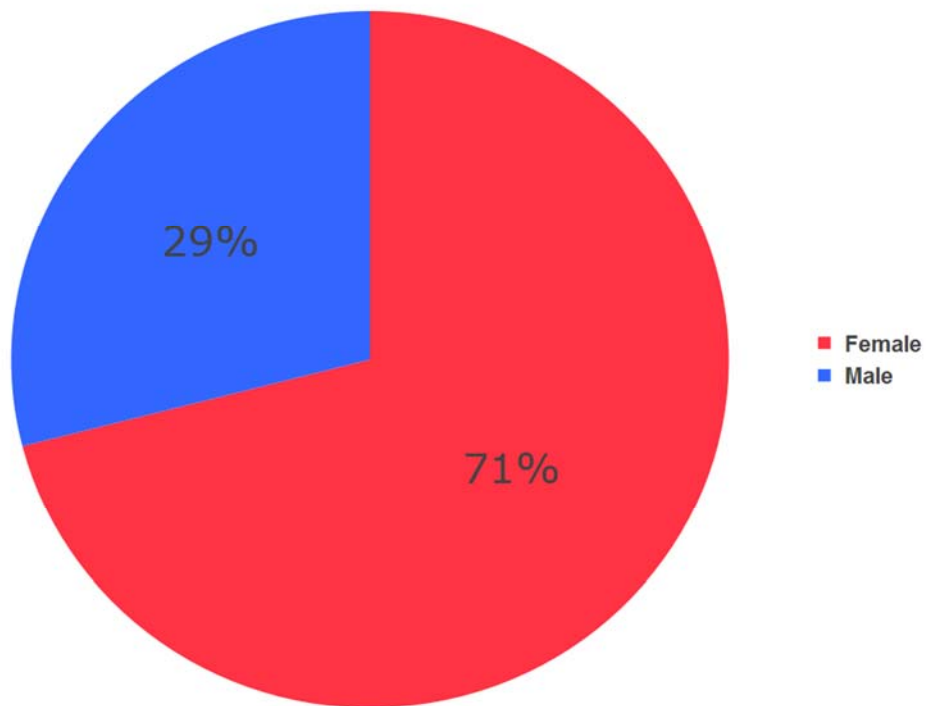


Figure 31. Sex of victims of met criteria incidents of intimate partner abuse in FY18.

Comparison to Civilian Data

Similar to spouse abuse, there is no federal mechanism to track rates of civilian intimate partner abuse for comparison to the military population. This is, in part, because each state has different laws and definitions of intimate partner abuse, making any aggregation of these incidents very difficult.

4-4. ADULT SEXUAL ABUSE

Sexual abuse of a spouse or intimate partner is defined as:

“A sexual act or sexual contact with the spouse or intimate partner without the consent of the spouse or intimate partner or against the expressed wishes of the spouse or intimate partner. Includes abusive sexual contact with a spouse or intimate partner, aggravated sexual assault of a spouse or intimate partner, aggravated contact of a spouse or intimate partner, rape of a spouse or intimate partner, sodomy of a spouse or intimate partner, and wrongful sexual contact of an intimate partner.”⁴²

In the *2018 Annual Report on Sexual Assault in the Military*, sexual abuse is referred to as “domestic abuse-related sexual assault.”

Sexual abuse in the domestic violence field is contextually distinct from sexual assault in that it occurs within a marriage or intimate partner relationship as part of a larger pattern of behavior resulting in emotional or psychological abuse, economic control, and/or interference with personal liberty. Sexual abuse occurring within the context of a domestic relationship is indicative of higher risk for more serious injury or fatality, and is referred to FAP for comprehensive safety planning, victim advocacy and support, and treatment (when appropriate and requested by the victim).

In FY18, there were a total of 290 met criteria incidents of sexual abuse (see Table 8), and 275 unique victims of sexual abuse who received FAP services.⁴³ This is a decrease of 10 incidents from the number of met criteria incidents of sexual abuse in FY17 (300). Given there were more incidents than victims, one or more victims experienced more than one incident of sexual abuse.

Table 8: Incidents of Met Criteria Sexual Abuse (FY09-FY18)

Fiscal Year	Total Met Criteria Domestic Abuse Incidents	Met Criteria Sexual Abuse Incidents	Percentage of Overall Met Criteria Domestic Abuse
2009	8,223	155	1.89
2010	9,132	181	1.98
2011	9,253	208	2.25
2012	9,254	202	2.18
2013	8,931	208	2.33
2014	8,433	241	2.86
2015	8,858	262	2.96
2016	8,683	299	3.44
2017	8,069	300	3.72
2018	8,039	290	3.61

Note: Total met criteria domestic abuse incidents include spouse abuse met criteria and intimate partner abuse met criteria numbers combined.

⁴² DoDM 6400.01-Volume 3 (Family Advocacy Program (FAP): Clinical Case Staff Meeting (CCSM) and Incident Determination Committee (IDC)), Glossary, August 11, 2016.

⁴³ Although the number of sexual abuse incidents increased from FY12-FY17, the number decreased in FY18. Despite this decrease, the number of sexual abuse incidents in FY18 (290) is not significantly different from the average number of sexual abuse incidents during the FY09-FY18 period (Grubbs’ test, $z = 1.07, p = .28$).

As shown in Figure 32, of the 275 unique victims of adult sexual abuse who received FAP services in FY18, 95.3 percent were female and 4.7 percent were male. Of the 274 alleged offenders, 94.9 percent were male and 5.1 percent were female.

Sex of Offenders and Victims in Met Criteria Sexual Abuse Incidents (FY18)

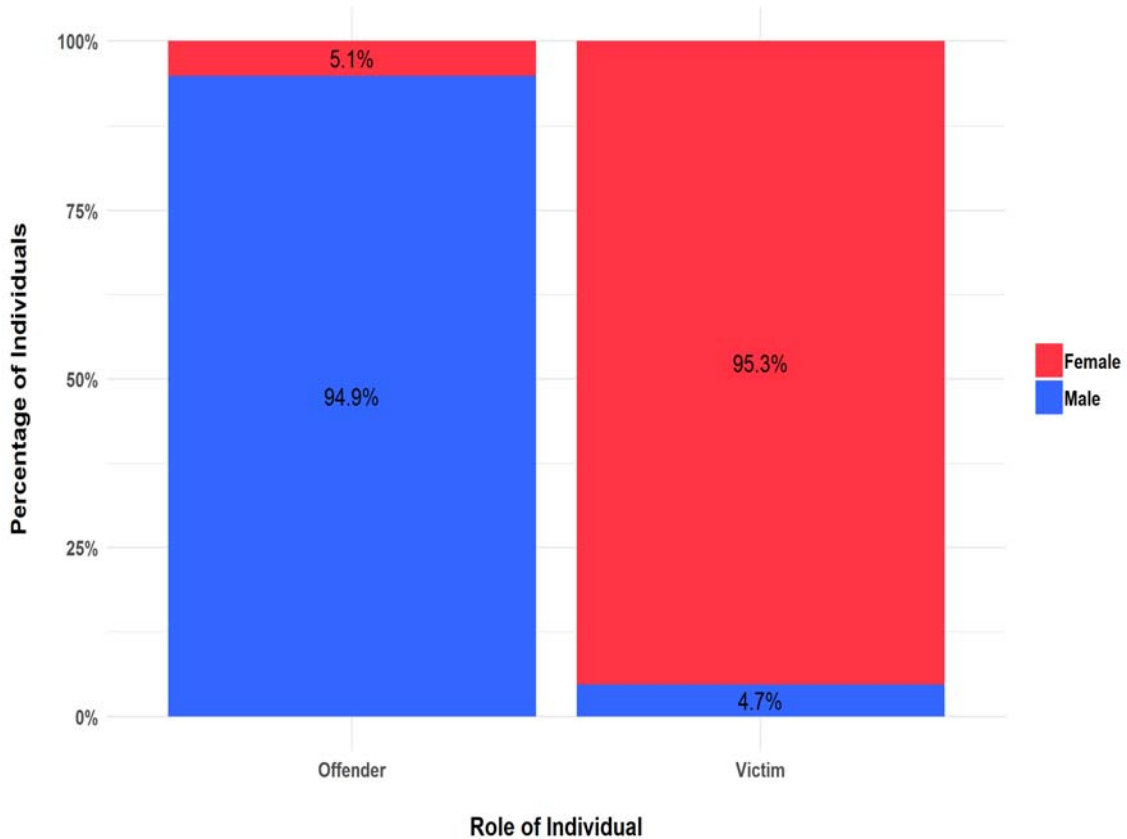


Figure 32. Sex of offenders and victims in met criteria incidents of adult sexual abuse.

As shown in Figure 33, of the 275 unique victims of sexual abuse who received FAP services in FY18, 57.4 percent were family members, 37.8 percent were Military Service members, 4.4 percent were non-beneficiaries, and .4 percent were government civilians.

Of the 274 alleged offenders of sexual abuse, 77.4 percent were Military Service members, 18.2 percent were family members, and 4.4 percent were non-beneficiaries.

Of the 77.4 percent of alleged offenders who were Military Service members, 97.6 percent were active duty, and 2.4 percent were Reserve or in the National Guard. Of Military Service member alleged offenders, 93.9 percent were enlisted members, 5.2 percent were officers, and less than 1 percent were warrant officers.

Status of Offenders and Victims in Met Criteria Sexual Abuse Incidents (FY18)

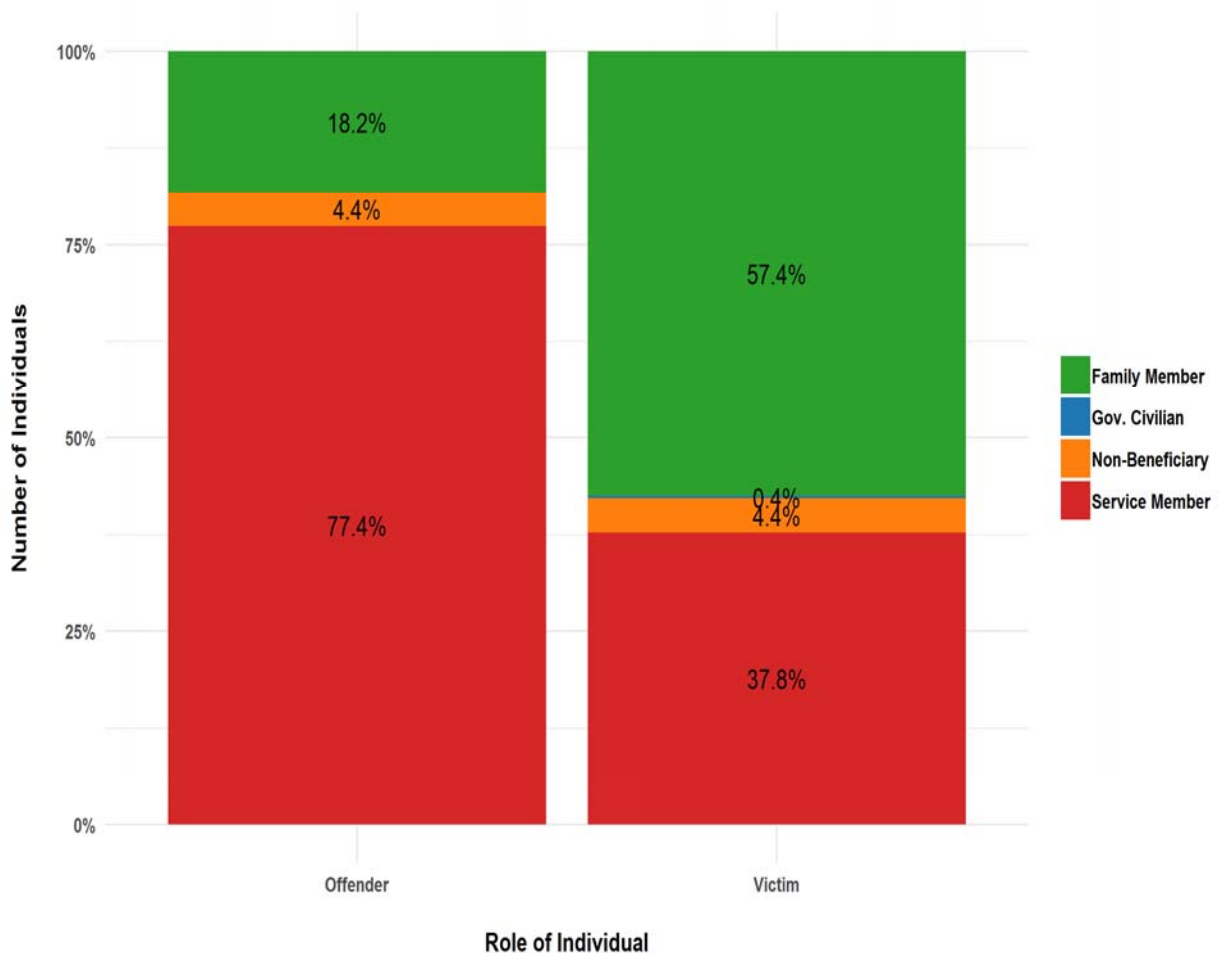


Figure 33. Status of offenders and victims in met criteria incidents of adult sexual abuse.

4-5. DOMESTIC ABUSE FATALITIES

As discussed previously, fatality reviews to examine fatalities from FY18 will occur in the Military Services in FY20. Data on fatalities included in this report represent only those fatalities taken to the IDC after the death of the victim in FY18 and met criteria for domestic abuse.

There were 15 domestic abuse fatalities reported to FAP in FY18 (13 spouse abuse fatalities and 2 intimate partner abuse fatalities), of which 3 victims and 4 of the met criteria offenders were previously known to FAP⁴⁴ (see Table 9). In the domestic abuse fatality reports, 10 of the met criteria offenders were male, and 5 of the met criteria offenders were female. Nine of the met criteria offenders were active duty and six of the met criteria offenders were civilian.

Table 9: Domestic Abuse Fatalities Reported to FAP in FY18

Total Fatalities: 15 (13 spouse, 2 intimate partner)
- 3 Victims previously known to FAP
- 4 Met criteria offenders previously known to FAP
Sex of met criteria offenders
- 10 Male
- 5 Female
Status of met criteria offenders
- 9 Active duty
- 6 Civilian

Note: Represents only those fatalities taken to the IDC in FY18. Service fatality reviews will take place in FY20.

⁴⁴ “Known to FAP” means that the offender or victim was involved in a previous met criteria incident.

5. EFFECTIVENESS OF THE FAMILY ADVOCACY PROGRAM

In addition to providing an update on specified Central Registry data elements, section 574 of the NDAA for FY17 (Public Law 114-328) mandates that the Department provide an annual assessment of the effectiveness of the DoD FAP. This report highlights two different approaches currently utilized to assess and promote effectiveness in the DoD FAP.

The first approach is via quantitative annual metrics, the primary mechanism through which OSD FAP measures the performance and effectiveness of family readiness programs, specifically on the success rates of the New Parent Support Program (NPSP) and domestic abuse offender clinical treatment.

The second approach is to capture a snapshot of the efforts and initiatives deployed at the Service level to measure and enhance the effectiveness of respective Service FAPs. Although all Services comply with core FAP program requirements and DoD policy, they also have considerable flexibility to tailor their approach for prevention programs, safety assessment, and clinical treatment to best meet the needs of military families in their Service. Therefore, there is a great amount of innovation in piloting programs, creating effective training to increase the skills of credentialed personnel, and receiving feedback from participating families to ensure that the services provided by FAP are effective and appropriate.

5-1. FAMILY ADVOCACY PROGRAM METRICS

Below are the FY18 metric results on the successes of the NPSP and the domestic abuse offender treatment programs. Both programs are implemented by the Military Services and administered by FAP at the installation level.

These data are collected by the Military Departments, as required by section 581 of the NDAA for FY08 (Public Law 110-181). Each of the Military Services collects information for these metrics and submits the data annually to OSD FAP for analysis and reporting. Although OSD FAP aggregates data from each of the Services upon receipt, there is some minor variation in interpretation of current implementing guidance and how definitions are operationalized across the Service FAPs.

Success of New Parent Support Program

NPSP offers intensive home visiting services on a voluntary basis to expectant parents and parents with young children (ages 0-5 years in Marine Corps; ages 0-3 in other Services) who display indicators of being at risk for child abuse or domestic abuse. Additionally, expectant and new parents assessed and determined at risk for child abuse and neglect or domestic abuse are eligible for NPSP. Those reported to FAP for an incident of child abuse or neglect for a child aged 0-5 years in their care may also receive NPSP services.⁴⁵

To measure the success of NPSP, the Military Services collect annual data on the number of families who received NPSP services two times per month for at least six months in the prior fiscal year and who do not have any incidents of child abuse and neglect reported to FAP that met criteria in the

⁴⁵ DoDI 6400.05 (New Parent Support Program), Enclosure 3, June 13, 2012.

current fiscal year. To achieve success, the total DoD ratio of families served to families with no child maltreatment reports that meet FAP criteria must be 85 percent or higher.

Table 10 displays the metric for NPSP as well as the aggregated DoD results for FY18. In FY18, a total of 2,497 families across all Military Services met the metric criteria and received NPSP services within the required timeframe. Of those families, 2,380 did not have a report that met criteria for child maltreatment, resulting in a success rate of 95.31 percent. This rate exceeds the established target rate of 85 percent.

Table 10: Success of the New Parent Support Program (FY18)

METRIC	TOTAL DOD
Number of families without open family maltreatment cases that began receiving intensive home visitation NPSP services (at least two home visits per month) during the previous fiscal year (FY17) and continued receiving intensive home visitation NPSP services for at least 6 months.	2,497
Such families that had no reports within 12 months after NPSP services ended that met FAP criteria for child maltreatment.	2,380
Percentage successful NPSP	95.31 percent
Target: 85 percent	

Success of Domestic Abuse Offender Treatment Programs

Each Service’s FAP program delivers clinical interventions to individuals involved in met criteria domestic abuse incidents based on a clinical assessment, and targeted directly to address the specific concerns of each alleged offender. By collecting data on the recidivism of alleged spouse offenders who received FAP clinical treatment services, OSD FAP can assess the impact that treatment services have on alleged offenders in preventing incidents of domestic abuse in the short term (12 months).

To measure the success of domestic abuse offender treatment programs, the Military Services collect annual data on the number of alleged spouse abuse offenders involved in an incident that met FAP criteria for domestic abuse, started and completed clinical treatment services during FY17, and were not involved in any incident reported to FAP, and met criteria in FY18. To achieve success, the total DoD rate of spouses with no subsequent incidents that meet FAP criteria must be 75 percent or higher.

Table 11 displays the metric for domestic abuse offender treatment programs as well as the aggregated DoD results for FY18. In FY18, a total of 1,359 allegedly abusive spouses across all Military Services met the criteria of the metric and started (and completed) FAP clinical treatment services within the required timeframe. Of those spouses, 1,275 did not have a report that met criteria for domestic abuse within the following fiscal year, resulting in a success rate of 93.82 percent. This rate exceeds the established target rate of 75 percent.

Table 11: Success of Domestic Abuse Offender Treatment Programs (FY18)

METRIC	TOTAL DOD
Total allegedly abusive spouses in any incident that met FAP criteria for domestic abuse who began receiving FAP clinical treatment services during FY17 and completed FAP clinical treatment services by September 30, 2017.	1,359
Such spouses that were not reported as allegedly abusive in any incident that met FAP criteria for domestic abuse within FY18.	1,275
Percentage successful offender treatment	93.82 percent
Target: 75 percent	

5-2. SERVICE PROGRAM HIGHLIGHTS

In addition to tracking FAP metrics at the OSD level, provided below is a snapshot of the initiatives that measure and enhance effectiveness employed at the Service level. Each section highlights one to two Service-level efforts used to enhance or measure the effectiveness of different aspects of FAP.

Air Force

In October 2009, the Air Force implemented the Child Abuse Potential Inventory (CAPI) to specifically measure child physical abuse risk level. FAP considers measurement of risk (to self, to others, and to the mission) of primary importance, both when identifying segments of the serviced population who should be targeted for prevention efforts and when risk level can inform the course of treatment and safety planning after an incident occurs. The CAPI was originally developed in the mid-1980s to offer an estimate of parental risk in cases of suspected child physical abuse. The Air Force began using the CAPI as a pre- and post-test to evaluate the services that Air Force FAP provides parents by measuring the changes in parents’ beliefs and behaviors before and after FAP intervention.

FAP staff members receive training on the implementation of the CAPI, and use it across the range of secondary prevention and response programs focusing on child abuse. Administering the inventory to parents during the assessment interviews and a second time at case closure offers feedback on the effectiveness of the interventions employed. For example, from 2013 to 2017, analysis of CAPI scores with parents receiving prevention services from the New Parent Support Program (NPSP) revealed a drop in average CAPI scores from 87.78 to 67.63, a notable decrease in score indicating

improvement in attitudes toward parenting. Over that same period, when the instrument was administered to parents who had a met criteria incident and were receiving intervention services, the average CAPI score change over time was 87.68 to 73.68, representing improvement in those cases as well. Combining validated screening and measurement instruments such as the CAPI with evidence-based prevention and intervention modalities is a way to validate program effectiveness and ensure that Air Force FAP is meeting the needs of at-risk Air Force families.

Navy

Kognito, A Mental Health and Suicide Prevention Simulation

In FY18, the Navy initiated Together Strong, a proof of concept project that provides interactive simulated role-play conversations and assessments for 438 sailors, with the goal of increasing psychological wellness, self-awareness, and insight. Sailors learned how to recognize warning signs of psychological distress in peers and how to respond in the most effective and non-threatening manner.

Together Strong is a mobile and online app designed to educate service members and veterans about mental health and suicide prevention using avatars. Together Strong is owned and developed by Kognito, a health simulation company. In developing Together Strong, Kognito collaborated with the Veterans Affairs of New York/New Jersey Healthcare Network, and also received extensive input from Service Members and veterans. The program relies on extensive research in neuroscience, social cognition and psychology, and evidence-based approaches such as motivational interviewing.

In the simulation, users learn to:

- Recognize signs that a peer may be distressed or struggling with psychological distress;
- Use effective conversation tactics to effectively approach a peer who is struggling, elicit information, educate on available support resources, and help problem-solve;
- Effectively refer a peer to support services and increase their motivation to seek help.

Unlike any other mental health simulation currently on the market, Together Strong uses sophisticated and evidence-based learning methodology that engages users in practice conversations with emotionally-responsive virtual humans struggling with psychological distress. By engaging in role-play conversations with these virtual humans, making decisions on what to say, trying different approaches, and receiving personalized feedback, users build the skills, confidence, and motivation to engage in similar real life conversations.

Nine installations throughout Navy Region Southeast command served as pilot sites for the Together Strong training by Kognito. Overall, evidence supports that the Together Strong simulation is an effective training solution for increasing the preparedness, likelihood or behavioral intent, and self-confidence of Sailors to intervene for fellow service members in psychological distress. Additionally, participants perceived the simulation to be highly effective, easy to use, and a preferred method of learning compared to other types of traditional training such as PowerPoints, videos, or lectures.

One Love Escalation Workshop

The One Love Escalation Workshops launched as a domestic and intimate partner abuse prevention initiative to employ the Chief of Naval Operations' vision of using peer-to-peer education and support models for addressing interpersonal issues. This initiative works in conjunction with current prevention efforts to reduce relationship violence and increase proactive behaviors within the targeted population of E1-E5 junior enlisted members, generally in the 17-25 year old age range.

The mission of the workshop is:

- To provide young people with the tools to recognize the warning signs of relationship abuse, remembering that emotional abuse is a huge issue that is often overlooked or not acknowledged;
- To understand the difference between healthy and unhealthy relationship behaviors, and learn ways to safely intervene to help a friend;
- To inspire young people to create and expand movements in their communities to end relationship violence;
- Create the catalyst for a larger conversation and a larger movement in the community about intimate partner violence.

The One Love initiative's goal is to educate young people about the warning signs of relationship abuse and encourage peers to speak up and act. One Love's model focuses on creating engaging content for young people to educate others and lead their communities in change. Young people across the country receive training to lead the Escalation Workshop to meet demand and educate others. Rather than training peer leaders to be experts in domestic violence, the initiative instead empowers them to facilitate a powerful discussion with their peers. To date, over 1,800 participants have participated in the One Love Escalation Workshops.

In FY18, Navy partnered with Boston University to conduct a One Love Escalation Study to evaluate the effectiveness of the One Love prevention program. This study contains both qualitative and quantitative elements, using a research model that compares a participant group with a control group. The study incorporates on-site observation, interviews in an operational environment, an academic literature review, and statistical analysis. Approximately 400 Sailors in small group discussions within the U.S. Fleet Forces Command and U.S. Pacific Fleet areas of responsibility enrolled in the study.

Marine Corps

Over the past two years, Headquarters Marine Corps (HQMC) FAP developed and piloted standardized FAP screening and assessment tools and documentation instructions to regulate procedures across Marine Corps installations. The initiative ensures all providers are similarly screening and assessing for safety, historical abuse, family dynamics, and incident information. HQMC piloted this initiative, which concluded during the fall of 2017, with installations varying in size (small, medium, large). In March 2018, HQMC trained all FAP managers, clinical supervisors, and clinical staff, and full installation implementation was launched in April 2018. Additional training was offered during Family Advocacy Staff Training for managers and staff throughout the spring and summer of 2018. Standardized documentation tools included a report/screening form, FAP incident assessments for child abuse and neglect and domestic abuse, revised Clinical Case Staff Meeting case presentation tools, and revised Incident Determination Committee presentation tools. Establishing

protocols for screening and assessment allows for consistency for providers, clients, and commanders when interacting with FAP staff.

The standardization was a necessary precursor to measuring program effectiveness. Measures of performance provide important information on program utilization and client satisfaction with program services. Currently, HQMC collects data on measures of effectiveness to include: number of cases closed with completed treatment goals, and number of repeat incidents of child and domestic abuse among FAP clients. In addition to evaluating the overall impact of the clinical program, HQMC employed an increased effort to assess the short- and mid-term effects. Planning is underway to begin collecting and evaluating additional measures of effectiveness for the clinical program.

Army

Army leadership and the military community continue to focus their attention on the importance of a comprehensive approach to the provision of effective family quality of life programs for soldiers, families, and Army civilians. The Army initiated a program of study examining the highly critical preventive education provided to Army families designed to prevent incidents of domestic abuse and child maltreatment. The Army Family Advocacy Economic Study evaluated both the scope of prevention programs offered across the Army and the impact of these prevention programs. The first of several phases of the study demonstrated a positive impact and cost savings across the lifespan of individuals when reducing the incidents of child maltreatment. Researchers were able to forecast that reducing one single incident of child maltreatment results in a lifetime enterprise savings of over \$200K in lower medical care, reductions in lost productivity, as well as reductions in costs to social welfare utilization and legal costs. Using this forecast, the study estimated that simply reducing the incidence of child maltreatment across the Army by 1 percent could result in a significant reduction in costs used to address the long-term negative impacts of child maltreatment. The study is entering into its second year examining the impact of Army FAP's program offerings to reduce and prevent child maltreatment. Early results are promising in demonstrating the positive impact of the delivery of evidence-informed parenting and couples education classes.

6. PROGRAM & POLICY IMPLICATIONS

DoD is committed to keeping our families safe and healthy and to taking every measure to prevent child abuse and neglect and domestic abuse/intimate partner violence in our military communities. One incident of child abuse and neglect or domestic abuse is too many, and programs like FAP implement evidence-based prevention and treatment programs with the goal of ensuring the safety and well-being of all military families. OSD FAP reinforces the enduring commitment of Department leadership to provide effective, efficient programs to promote the safety, readiness, and well-being of all Military Service members and their families through a coordinated community response to child abuse and neglect and domestic abuse.

Overview of Key Findings

Findings from this report indicate that rates of child abuse and neglect and spouse abuse overall have not increased or decreased in recent years. For the first time, this report examines child sexual abuse separately, and looks at the rate per thousand military children. There is a downward trend in both the number of met criteria child sexual abuse incidents and the rate of child sexual abuse incidents per

thousand military children. However these metrics did not vary significantly from the respective average during the FY09-FY18 period. While a rate per thousand cannot be established for intimate partner abuse, the raw incident and victim numbers increased from FY17, reverting back to numbers similar to FY16.

Continual monitoring and assessment of key findings are necessary to inform current and future program efforts. The DoD recognizes that there is more work to be done, and remains committed to enhancing efforts to prevent incidents of child abuse and neglect and domestic abuse by providing effective supportive services, treatment (as appropriate), and resources for military families.

Focus on Child Sexual Abuse

The downward trend in the number of child sexual abuse incidents as a subset of child abuse in FY18 is of interest to OSD FAP. Until this year, a rate per thousand children was not established, and this finding highlights a potential positive trend among military families. The Department is committed to understanding more about this decrease in child sexual abuse by continuing a research initiative on military-specific risk factors for child maltreatment.

OSD FAP is working with the Uniformed Services University of the Health Sciences (USUHS) on a two-part study to identify military-specific risk factors associated with child abuse and neglect. Part I of the study compared demographic, family, and military experience data associated with active duty military families (Service members, spouses, and children) experiencing one or more “met criteria” incidents of child abuse or neglect between October 1, 2013 and September 30, 2014. A propensity score-matched sample of active duty military families who had one or more dependent children during 2014, but no history of child maltreatment was conducted. Part I data analysis was recently completed, allowing USUHS to frame a model of risk and protective factors for military child abuse and neglect to inform a follow-on comprehensive analysis of data from FY04-FY14. Part II of the study will employ a comprehensive retrospective examination of demographic and health care data to model the course of the military experience and dynamics of families who experienced at least one incident of “met criteria” child abuse or neglect during an 11-year period (October 1, 2003 through September 30, 2014). The study findings will contribute to the development of a risk and protection model that will inform policy and practice approaches to preventing child abuse and neglect, beyond the best practices the Department has already established. Given the recent identification of a declining trend in child sexual abuse, Part II of this study can be used to examine contextual fluctuations in risk and protective factors that may contribute to decreased maltreatment.

Finally, examination of the civilian *Child Maltreatment* report for fiscal years 2009 through 2017 indicates the possibility that the civilian community is also seeing a decline in child sexual abuse. OSD FAP commissioned a rapid research review of civilian literature to determine if this decline has been studied and validated statistically across the child abuse field.

Potential Emerging Trends in Intimate Partner Abuse

Although not statistically significant, one of the potential emerging trends in this report is the increase from FY17 to FY18 in both the numbers of reported and met criteria incidents of intimate partner abuse. While it is premature to conclude there is a meaningful trend or whether the data reflect

fluctuations in complex human behaviors, the Department is concerned about any potential uptick in family violence and will continue to monitor these numbers carefully. Finally, OSD FAP is interested in conducting a deeper analysis on intimate partner abuse incidents reported to FAP, along with exploring possible drivers of these increased numbers. Such drivers could include enhancements to Service-level programs or increased access to and utilization of FAP services by intimate partners. Through this exploration, OSD FAP will be able to better understand the needs of military families seeking FAP services and target programs and services to support individuals in intimate partner relationships who engage with FAP.