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Daljit Bains, Chief Compliance Officer

From: Kathy A. Buller, Inspector General

Date: November 21, 2013

Subject: Final Evaluation Report: Peace Corps Sexual Assault Risk-Reduction and Response Training (IG-14-01-E)

Transmitted for your information is our final report on the Evaluation of Peace Corps Sexual Assault Risk-Reduction and Response Training.

Management concurred with all three recommendations. All three recommendations remain open pending confirmation from the chief compliance officer that the documentation identified in management's response and OIG's comments has been received. In its response, management described actions it is taking or intends to take to address the issues that prompted each of our recommendations. We wish to note that in closing recommendations, we are not certifying that the agency has taken these actions or that we have reviewed their effect. Certifying compliance and verifying effectiveness are management's responsibilities. Our comments, which are in the report as Appendix E, address these matters. Please respond with documentation to close the remaining open recommendation within 90 days of receipt of this memorandum.

You may address questions regarding follow-up or documentation to Assistant Inspector General for Jim O'Keefe at 202.692.2904 or to Lead Evaluator Jerry Black at 202.692.2912.

Please accept our thanks for your cooperation and assistance in our review.

Attachment

cc: Elisa Montoya, White House Liaison/Senior Advisor to the Director
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Peace Corps
Office of Inspector General

Final Evaluation Report:
Peace Corps Sexual Assault Risk-Reduction and Response Training
IG-14-01-E

November 2013

EXECUTIVE SUMMARY

BACKGROUND

On November 21, 2011, the President signed into law the Kate Puzey Peace Corps Volunteer Protection Act of 2011 (Kate Puzey Act).[1] This Act requires the agency to provide comprehensive sexual assault risk-reduction and response training to Volunteers that conforms to best practices; develop and implement a comprehensive sexual assault policy; establish an Office of Victim Advocacy (OVA) and a sexual assault advisory council (SAAC); and to undertake other efforts to enhance Volunteer safety and security and the Peace Corps' response to victims of sexual assault. The Kate Puzey Act requires the Peace Corps Office of Inspector General (OIG) assess agency compliance with these changes.

OIG must provide to Congress[2] by November 21, 2013, reports on the status of the Kate Puzey Act implementation:[3]

1. An evaluation of the effectiveness and implementation of the sexual assault risk-reduction and response training.
2. An evaluation of the effectiveness and implementation of the sexual assault policy, including a case review of a statistically significant number of cases.
3. A report describing how Peace Corps representatives are hired, terminated, and how Peace Corps representatives hire staff, including an assessment of the implementation of performance plans.

OBJECTIVES

This evaluation report on sexual assault risk-reduction and response training for Volunteers answers the following questions:

- Did the agency inform applicants about crimes and risks facing Volunteers?
- Did it provide applicants with all information required by the Kate Puzey Act?
- Was the Peace Corps' sexual assault training comprehensive and in-line with best practices?
- Did the Peace Corps sufficiently consult with experts in the sexual assault field and incorporate their recommendations in the design of sexual assault training?
- Was sexual assault training tailored to the Volunteers' country of service?
- Did Volunteers receive sexual assault training, and was the training effective?

[1] Kate Puzey Peace Corps Volunteer Protection Act of 2011, Pub. L. No. 112-57, 125 Stat. 736 (2011).
[2] OIG must provide reports to the Committees on Foreign Relations and Appropriations of the Senate and the Committees on Foreign Affairs and Appropriations of the House of Representatives.
[3] Pursuant to the Kate Puzey Act, in November 2012, OIG provided Congress with a report on allegations or complaints received from Volunteers relating to misconduct, mismanagement, or policy violations of Peace Corps staff, any breaches of the confidentiality of Volunteers, and any actions taken to assure the safety of Volunteers who provide such reports. OIG is required to submit such reports biennially through September 30, 2018.

RESULTS IN BRIEF

OIG reviewed the information the Peace Corps provided to applicants and found that it provided much of the information required by the Kate Puzey Act. For instance, the Peace Corps provided OIG's contact information to trainees at multiple points in the application and staging process. It provided sexual assault training to all 27-month Volunteers. Sexual assault training conformed to existing best practices in the sexual assault field, and addressed each of the training topics specified under section 8A(c) at an appropriate level of detail.

However, at the time that fieldwork was conducted for this evaluation, the agency had not issued its policies and procedures related to Sexual Assault Response Liaisons (SARLs), or restricted and unrestricted reporting.[4] Additionally, the agency was piloting a sexual assault hotline at seven posts, and had not yet made a hotline available to all Volunteers. As a result, contact information for SARLs, the 24-hour sexual assault hotline, and guidelines regarding restricted reporting procedures following an assault were not provided to applicants.[5] When these policies and procedures have been issued the agency will need to update its written guidelines and provide applicants with the required information and training.

The Peace Corps did not provide applicants with consistent, current crime and risk information. The Office of Safety and Security (SS) had initiated a new process to distribute crime and risk information to applicants beginning in June 2013. The new process, if implemented effectively, should provide applicants with more complete and current crime and risk information to review prior to accepting the agency's invitation to serve in a particular country. The agency did not consistently provide sexual assault training to Peace Corps Response Volunteers (PCRVs), who complete shorter term assignments and do not enter training at the same time as most 27-month Volunteers.

It was not possible for this evaluation to fully assess the effectiveness of sexual assault training. Field work for the evaluation occurred soon after the agency began implementing standardized sexual assault training. Key aspects of the sexual assault policy had not been issued and thus Volunteers had not received the corresponding training. More time is needed to all to allow the agency to measure the effectiveness of sexual assault training. The Kate Puzey Act requires us to provide Congress a follow-up report in 2016. That report will provide more information and analysis on the effectiveness of sexual assault training.

RECOMMENDATIONS

Our report contains three recommendations, which, if implemented, should strengthen the sexual assault training provided to Volunteers, as required by the Kate Puzey Act, and correct the deficiencies detailed in this report.

[4] Our review of the implementation of sexual assault policies required by the Kate Puzey Act, which includes additional discussion of the status of these policies and procedures, is presented in a separate report to be available by November 2013.

[5] Restricted reporting allows a Volunteer to confidentially disclose the details of an assault to specified individuals and receive services without automatically triggering an official investigative process.

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BACKGROUND AND EVALUATION OBJECTIVES

The Kate Puzey Act

On November 21, 2011, the President signed into law the Kate Puzey Act of 2011. The Act was named in honor of Kate Puzey, a Peace Corps Volunteer who died while serving in Benin in 2009. This Act established requirements for the agency to provide comprehensive sexual assault risk-reduction and response training to Volunteers; develop a sexual assault policy; establish an OVA and a SAAC; and undertake other related efforts to enhance Volunteer safety and security and the Peace Corps' response to victims of sexual assault.

The Kate Puzey Act requires the agency to provide sexual assault training to all Volunteers:

> sexual assault risk-reduction and response training
>
> Sec. 8A. (a) In General.--As part of the training provided to all volunteers under section 8(a), the President shall develop and implement comprehensive sexual assault risk-reduction and response training that, to the extent practicable, conforms to best practices in the sexual assault field.
>
> (b) Development and Consultation With Experts.--In developing the sexual assault risk-reduction and response training under subsection (a), the President shall consult with and incorporate, as appropriate, the recommendations and views of experts in the sexual assault field.
>
> (c) Subsequent Training.--Once a volunteer has arrived in his or her country of service, the President shall provide the volunteer with training tailored to the country of service that includes cultural training relating to gender relations, risk-reduction strategies, treatment available in such country (including sexual assault forensic exams, post-exposure prophylaxis (PEP) for HIV exposure, screening for sexually transmitted diseases, and pregnancy testing), MedEvac procedures, and information regarding a victim's right to pursue legal action against a perpetrator.
>
> (d) Information Regarding Crimes and Risks.--Each applicant for enrollment as a volunteer shall be provided with information regarding crimes against and risks to volunteers in the country in which the applicant has been invited to serve, including an overview of past crimes against volunteers in the country.
>
> (e) Contact Information.--The President shall provide each applicant, before the applicant enrolls as a volunteer, with--
>
> (1) the contact information of the Inspector General of the Peace Corps for purposes of reporting sexual assault mismanagement or any other mismanagement, misconduct, wrongdoing, or violations of law or policy whenever it involves a Peace Corps employee, volunteer, contractor, or outside party that receives funds from the Peace Corps;
>
> (2) clear, written guidelines regarding whom to contact, including the direct telephone number for the designated Sexual Assault Response Liaison (SARL) and the Office of Victim Advocacy and what steps to take in the event of a sexual assault or other crime; and
>
> (3) contact information for a 24-hour sexual assault hotline to be established for the purpose of providing volunteers a mechanism to anonymously--
>
> (A) report sexual assault;
>
> (B) receive crisis counseling in the event of a sexual assault; and
>
> (C) seek information about Peace Corps sexual assault reporting and response procedures.

The Peace Corps' Application Process
According to the Peace Corps Act, an applicant for enrollment (hereafter, "applicant") becomes a Volunteer upon taking an oath of office.[6] The oath is administered to applicants who successfully complete pre-service training (PST). For the Peace Corps to comply with the Kate Puzey Act, it must provide each applicant with the above-specified information in sections 8A (d) and (e) before the applicant is sworn in formally as a Volunteer.

Applicants who meet eligibility and suitability requirements receive an invitation from the Peace Corps to a specific Volunteer assignment. Applicants who accept their invitations attend a one-day orientation, referred to as staging, immediately prior to travelling to their country of service. After staging, applicants travel to their country of service for an eight to 12 week PST program before being sworn in as Volunteers.

History of Sexual Assault Training at the Peace Corps
The Peace Corps has trained Volunteers for many years using country-specific safety and security training sessions, including trainings specifically addressing sexual assault. Based on a March 2008 survey of the sexual assault awareness training provided to Volunteers, the agency recognized the need for a standardized Volunteer sexual assault training and began to solicit expert and staff feedback on what should be included in that training. The Peace Corps established the Sexual Assault Working Group[7] to review existing training and provide input into how the agency should better prepare applicants and Volunteers to reduce their risk of assault. In 2010, a year prior to the passage of the Kate Puzey Act, the Peace Corps had begun to develop standardized sexual assault training.

Sexual Assault Advisory Council
The Kate Puzey Act mandated that an independent panel of subject matter experts review the Peace Corps' sexual assault training for use of best practices. A SAAC was consequently established. The Kate Puzey Act specified that the SAAC would "review the sexual assault risk-reduction and response training developed under section 8A…to ensure that such training and policy conform to the extent practicable to best practices in the sexual assault field."[8] In November of 2012, the SAAC included 10 individuals with expertise in sexual assault risk-reduction and response, medical treatment protocols, training and education, and sexual assault prevention. The SAAC reviewed the Peace Corps' sexual assault training modules and facilitator guides in the summer of 2012 and published its first report in November 2012. Its findings are referenced throughout this report.

[6] The Peace Corps Act, Sec 2504j. Oath of office. "Upon enrollment in the Peace Corps, every volunteer shall take the oath prescribed for persons appointed to any office of honor or profit by section 3331 of title 5."
[7] This internal working group is currently called the IDEAL council.
[8] Kate Puzey Volunteer Protection Act of 2011 section 8D subsection c.

OIG Reporting Requirements in the Kate Puzey Act
To fulfill oversight requirements, OIG must report to Congress by November 21, 2013 on the status of the Kate Puzey Act implementation.[9] OIG is providing the following in three reports:

1. An evaluation of the effectiveness and implementation of the sexual assault risk-reduction and response training.
2. An evaluation of the effectiveness and implementation of the sexual assault policy, including a case review of a statistically significant number of cases.
3. A report describing how Peace Corps representatives are hired, terminated, and how Peace Corps representatives hire staff, including an assessment of the implementation of performance plans.

This report fulfils the requirement to evaluate the effectiveness and implementation of the sexual assault and risk-reduction and response training.

Evaluation Objectives
This evaluation report answers the following questions:

- Did the agency inform applicants about crimes and risks facing Volunteers?
- Did it provide applicants with all information required by the Kate Puzey Act?
- Was the Peace Corps' sexual assault training comprehensive and in-line with best practices?
- Did Peace Corps sufficiently consult with experts in the sexual assault field and incorporate their recommendations in the design of sexual assault training?
- Was sexual assault training tailored to the Volunteers' country of service?
- Did Volunteers receive sexual assault training, and was the training effective?

[9] OIG must provide reports to the Committees on Foreign Relations and Appropriations of the Senate and the Committees on Foreign Affairs and the Appropriations of the House of Representatives.

EVALUATION RESULTS

PROVISION OF REQUIRED INFORMATION TO APPLICANTS

OIG reviewed information provided to applicants and found that the agency provided most of the information required by the Kate Puzey Act. The agency provided information to applicants on multiple occasions. Each invitation package contained country-specific information, including information regarding crimes and risks. Invitation materials included information about OIG as well as clear, written guidelines regarding whom to contact and what steps to take in the event of a sexual assault or crime. The agency provided these written guidelines to applicants in the Peace Corps Volunteer Handbook and the document, Safety and Security Highlights to Help You Prepare for Peace Corps Service. At stagings, the agency provided applicants with Kate Puzey Act-required information, including the direct telephone number for the Office of Victim Advocacy and information about OIG. During PST, applicants participated in sexual assault risk-reduction and response training that explained whom to contact and what steps to take in the event of a sexual assault.[10]

Figure 1 below shows which information was provided to applicants and when they received it. The findings that follow will discuss in detail the information that was or was not provided.

Figure 1. Information Provided to Applicants

[10] The training session included a presentation on whom to contact and what steps to take in the event of a sexual assault or crime. OIG was unable to verify that all applicants received the information in that presentation in the form of "clear, written guidelines." However, as noted above, each applicant received these guidelines in their invitation materials.

The Peace Corps did not provide consistent, current crime and risk information to each applicant.

The Kate Puzey Act directs the agency to provide each applicant with information regarding crimes and risks:

> Information Regarding Crimes and Risks.--Each applicant for enrollment as a volunteer shall be provided with information regarding crimes against and risks to volunteers in the country in which the applicant has been invited to serve, including an overview of past crimes against volunteers in the country (Kate Puzey Act § 8A(d)).

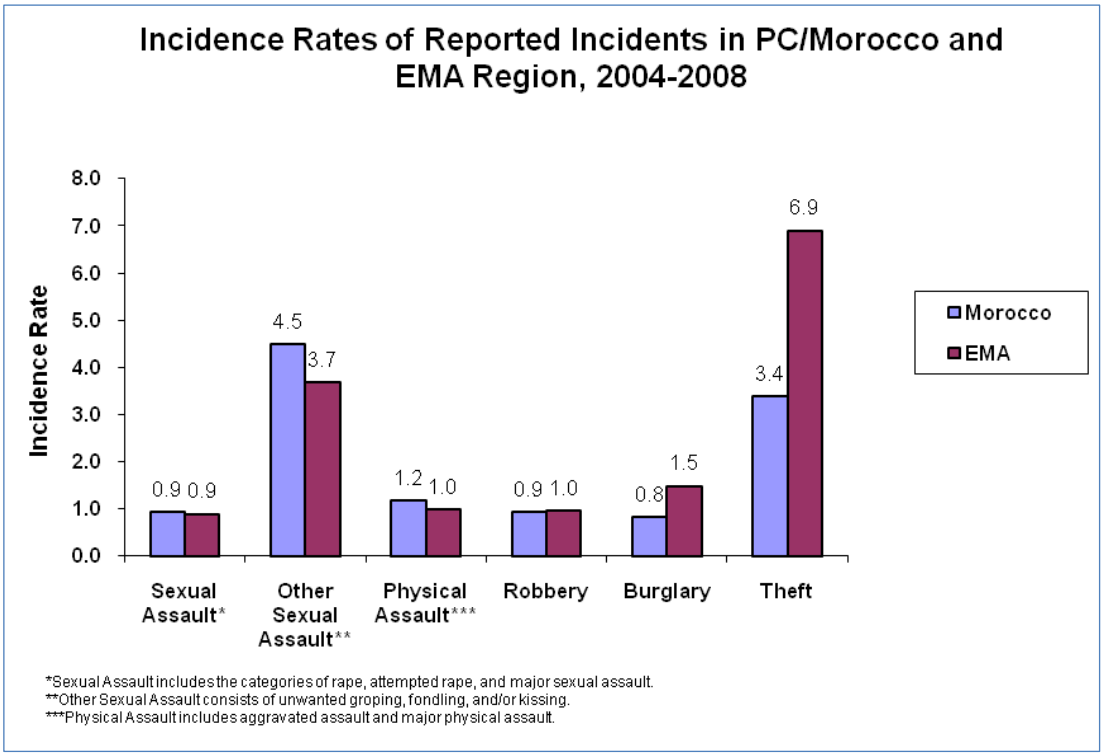
An external expert interviewed by OIG emphasized the importance of providing applicants with crime and risk information in their country of service prior to their arrival in the country. The timing for providing crime and risk information is important so that applicants are aware of and consider the conditions and potential risks of service before they accept an invitation and attend staging. When the Peace Corps formally invites an applicant to a specific Volunteer assignment, the agency provides the applicant with a welcome book that contains information on a variety of topics and helps applicants understand their country of service and prepare for their experience overseas. Under the topic of safety and security, welcome books provide information regarding crimes and risks in the country of service.

OIG reviewed the crime and risk data provided to applicants in a sample of 24 welcome books. Each welcome book contained a chart showing the average annual incidence rates of six major types of crimes reported by Volunteers over a period of four years. The rates at the post were compared to the average rates of other programs in the same region as a whole.[11] Most welcome books included additional information pertaining to risks and other safety concerns specific to the country of service.

We found that most of the country-specific crime data provided to applicants was outdated and the detail and specificity of the risk information was inconsistent. At the time of our evaluation fieldwork, the agency's most recent available country-specific crime data was from 2011, yet only one of the 24 welcome books we reviewed provided crime data from 2011. More than half of the welcome books provided crime data that was four to eight years old or older. Figure 2 below shows an example of outdated crime data provided to applicants from one of the welcome books in our sample.

[11] Incidence rates indicate the number of crime events relative to the Volunteer/trainee population rather than the total number of crimes.

Figure 2. Outdated Crime Data Provided to Applicants (as of April 2013)[12]



Source: Peace Corps/Morocco Welcome Book

Table 1 shows, from our sample, the incident years and age of country-specific crime data the agency provided to applicants as of April 2013.

Table 1. Welcome Book Crime Data

Incident Years for Cited Crime Data	2002-2006	2003-2007	2004-2008	2005-2009	2006-2010	2007-2011
Number of Welcome Books	1	3	2	9	8	1
Percentage of Welcome Books	4%	13%	8%	38%	33%	4%
Age of Crime Data	7-11 years	6-10 years	5-9 years	4-8 years	3-7 years	2-6 years

The welcome book template included standardized language regarding factors that contribute to Volunteer risk. Most welcome books also provided additional information pertaining to risks and other safety concerns specific to the country of service. However, the detail and specificity of the risk information varied greatly. Some welcome books provided a few comments about risks to avoid in the capital city, while others provided several pages of information describing risk factors related to crime, transportation, alcohol abuse, cultural norms, political tensions, or natural disasters. Six of the 24 welcome books we reviewed contained only the standardized language in all welcome books about risks of Volunteer service and did not provide applicants

[12] The chart in Figure 2 compares average annual incidence rates in Morocco from 2004-2008 compared to all other Europe, Mediterranean, and Asia Region programs as a whole.

with any additional information about risks specific to the country of service.[13] Missing, inadequate, and outdated information may leave an applicant with an incomplete or partial understanding of the potential risks or safety concerns in the country they have been invited to serve.

Staff reported that lack of oversight in addition to delays with the revision process impaired the quality of welcome book information. Our review found that multiple staff was involved in revising and updating welcome books including staff at posts, regional staff, and staff in the Office of Communications. However, staff was unsure which office had primary responsibility for ensuring the quality of welcome book content. No controls were in place to ensure that each welcome book contained adequate and current crime and risk information. Staff reported that lengthy delays were caused by staff resource constraints and competing priorities. As a result, welcome books were irregularly updated.

Fewer than half of the 24 welcome books we reviewed (11 of 24) had been updated in 2012 and three of those still included crime data that was four to eight years old. Table 2 shows when the welcome books we sampled were last updated.

Table 2. Welcome Book Revisions

Date of Last Revision	2008	2009	2010	2011	2012
Number of Welcome Books	1	3	2	7	11
Percentage of Welcome Books	4%	13%	8%	29%	46%

SS was aware of inconsistencies with crime and risk data provided in welcome books. In June 2013 the office had initiated a new process to distribute crime and risk information to applicants. The new process should enable SS to develop a crime profile for each country and update it annually using the previous year's statistical crime data.

A sample of the new crime profile provided to OIG included twice as many types of crimes as previously shown (see Appendix B). The information included numbers and rates of crime per country, along with regional and global averages for comparison. In addition to statistical charts, the profile included a bullet point analysis of key crime data that highlighted risks such as where incidents occurred and which serious crimes were most likely to affect Volunteers. The profiles would be accessed by applicants through a link placed into welcome books. SS would maintain ownership of the data and ensure quality control. The new process, if implemented effectively, should provide applicants with more complete, adequate, and recent crime and risk information to review prior to accepting the agency's invitation to serve in a particular country.

[13] OIG had previously identified issues with standardized risk information provided in welcome books. The *2008 OIG Program Evaluation, Volunteer Safety and Security IG-08-13-E*, found that standardized risk information provided in welcome books reduced the accuracy and relevancy of the risk information because global safety and security risks sometimes differed from country-specific risks.

We recommend:

1. **That the associate director for the Office of Safety and Security put procedures in place to ensure that at the time applicants receive their invitation for service, all have received the most recent information on crimes and risks specific to their country of service**.

The Peace Corps provided applicants with contact information for the Office of the Inspector General.

The Kate Puzey Act directs the agency to provide each applicant with contact information for the Office of the Inspector General:

> The contact information of the Inspector General of the Peace Corps for purposes of reporting sexual assault mismanagement or any other mismanagement, misconduct, wrongdoing, or violations of law or policy whenever it involves a Peace Corps employee, volunteer, contractor, or outside party that receives funds from the Peace Corps (§ 8A(e)(1)).

Our review of information provided to applicants showed that the Peace Corps fully complied with this requirement. The agency provided each applicant with OIG contact information at multiple points in the application and staging process. Peace Corps applicants received an invitation email that included a hyperlink to another document, "Safety and Security Highlights to Help You Prepare for Peace Corps Service," with the OIG hotline information including: email address, phone and FAX numbers. The invitation email also had a hyperlink to the Peace Corps Volunteer Handbook, which described the role of OIG and provided information about reporting allegations of wrongdoing and violations of law. The handbook entry also included the OIG hotline information including: email, web address, phone numbers, and mailing address.

Applicants who accepted their invitation to service received another email with information about their staging. The staging email had a hyperlink to an online training course called Orientation to Safety and Security, which included information about reporting allegations of misconduct or violations of law or policy to OIG. The course listed OIG's hotline information including email and phone numbers. During staging, applicants received a staging workbook with a description of OIG's role and hotline information.

Volunteers invited to serve through the Office of Peace Corps Response (PCR)[14] received an invitation/welcome email with hyperlinks to the Orientation to Safety and Security course and the Peace Corps Volunteer Handbook, both of which included OIG information.

[14] Peace Corps Response provides qualified professionals the opportunity to undertake short-term assignments in various programs around the world.

Contact information for SARLs, the 24-hour sexual assault hotline, and guidelines regarding restricted reporting procedures following an assault were not provided to applicants.

The Kate Puzey Act directs the agency to provide each applicant with clear, written guidelines in the event of a sexual assault or other crime:

> Clear, written guidelines regarding whom to contact, including the direct telephone number for the designated Sexual Assault Response Liaison (SARL) and the Office of Victim Advocacy and what steps to take in the event of a sexual assault or other crime (§ 8A(e)(2)).

The Kate Puzey Act also defines reporting procedures that should be included in clear, written guidelines the agency must provide to applicants regarding what steps to take in the event of a sexual assault or other crime.

> (2) Restricted reporting--
> (A) In general.--The term 'restricted reporting' means a system of reporting that allows a volunteer who is sexually assaulted to confidentially disclose the details of his or her assault to specified individuals and receive the services outlined in section 8B(c) without the dissemination of his or her personally identifying information except as necessary for the provision of such services, and without automatically triggering an official investigative process (§ 8A(f)(2)).

It also requires the agency to provide each applicant with contact information for a 24-hour sexual assault hotline:

> …for the purpose of providing volunteers a mechanism to anonymously--(A) report sexual assault; (B) receive crisis counseling in the event of a sexual assault; and (C) seek information about Peace Corps sexual assault reporting and response procedures (§ 8A(e)(3)).

According to an external expert interviewed by OIG, predictability and preparation are a sexual assault response best practice. The expert described the practice as, "preparing people for the possibility that [a sexual assault] could happen and establishing a predictable process for what happens afterward." Our review of information provided to applicants revealed that the agency provided written guidelines to applicants regarding whom to contact and what steps to take in the event of a sexual assault or other crime. These guidelines located in the Peace Corps Volunteer Handbook and the document, "Safety and Security Highlights to Help You Prepare for Peace Corps Service." The telephone number for the OVA was provided to applicants during staging. Volunteers invited to serve through PCR received a pre-departure email that included OVA contact information.

However, at the time that fieldwork was conducted for this evaluation, the agency had not issued its policies and procedures related to SARLs, or restricted and unrestricted reporting.[15] Additionally, the agency was piloting a sexual assault hotline at seven posts, and had not yet made a hotline available to all Volunteers. As a result, the agency had not provided applicants with information about SARLs, restricted or unrestricted reporting, or the sexual assault hotline. When these policies and procedures have been issued the agency will need to update its written guidelines and provide applicants with the required information and training.

[15] Our review of the implementation of sexual assault policies required by the Kate Puzey Act, which includes additional discussion of the status of these policies and procedures, is presented in a separate report to be available by November 2013.

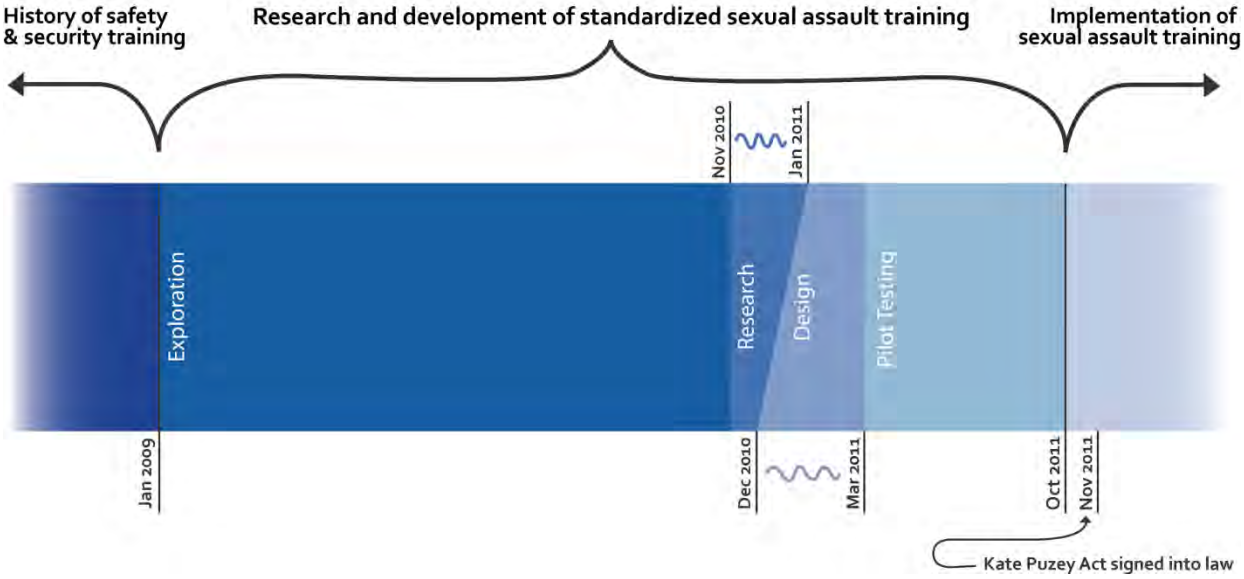
DEVELOPMENT OF SEXUAL ASSAULT RISK-REDUCTION AND RESPONSE TRAINING

The Kate Puzey Act requires the Peace Corps to "develop and implement comprehensive sexual assault risk-reduction and response training that, to the extent practicable, conforms to best practices in the sexual assault field." It specifies that in developing its sexual assault training the Peace Corps "shall consult with and incorporate, as appropriate, the recommendations and views of experts in the sexual assault field."

To evaluate whether the Peace Corps included best practices and expert consultation in designing its sexual assault training, OIG reviewed the best practices documentation provided by the Peace Corps, conducted its own literature review of best practices, and reviewed the SAAC's report. We also interviewed staff at 24 Peace Corps posts and seven experts in the field of sexual assault risk-reduction and response.

To ensure the quality of its sexual assault training, SS engaged a sexual assault expert with Peace Corps leadership experience both at headquarters and overseas posts to facilitate the design of the Peace Corps' overall sexual assault risk-reduction and response program, including training for Volunteers. Peace Corps designed, revised, and piloted sexual assault training from November 2010 to July 2011. The resulting training modules incorporated expert feedback on best practices, including ensuring that the language was not victim-blaming. In October of 2011, before the Kate Puzey Act was signed into law, the deputy director instructed all posts to provide standardized sexual assault training (see Figure 3 below). In the design process, the agency sought input from agency personnel with relevant expertise, consulted with external sexual assault experts and relied upon other resources and literature. SS employed a professional evaluator to monitor and evaluate the sexual assault program, with part of that evaluation focused on measuring the effectiveness of the training and on determining how to improve it in the future.

Figure 3. Timeline of Development and Implementation of Sexual Assault Training



The Peace Corps' sexual assault training conforms to best practices in the sexual assault field.

We reviewed the sexual assault training provided to Volunteers and assessed that it conforms to existing best practices in the sexual assault field.[16] We compared the training to guiding principles articulated by Centers for Disease Control and Prevention (CDC) for sexual assault training and found that it incorporated those principles (see Figure 6). Additionally, six experts familiar with the Peace Corps' training asserted that the sexual assault training modules conform to professionally recognized training techniques and content. In developing these trainings, the Peace Corps made a substantial effort not only to incorporate emerging best practices but also to adapt them to the Peace Corps context. One unique feature of the context for sexual assault training at the Peace Corps was explained by one of the designers of the agency's sexual assault training:

> We can't reach the offenders, so we don't use the term "prevention." All we can do is create a situation where there is the least amount of risk as possible. This is why we talk about risk-reduction, not prevention. We don't have any control over the offender base.

The Peace Corps' sexual assault training includes four standard modules that all posts are required to deliver to applicants for enrollment in the Peace Corps before they take the oath to serve as Volunteers (see Appendix C for a summary of sexual assault training and best practices):

- Personal Security and Risk-Reduction;
- Sexual Assault Awareness;
- Sexual Assaults: Impact, Reporting, and Response; and
- Bystander Intervention Training.

The trainings are designed to provide trainees with skills to reduce their risk of sexual assault, information on the impact of sexual assault on the individual, and information on how Peace Corps responds to victims of sexual assault.

The agency provided strict guidance to trainers on how the modules should be delivered: "To ensure that all trainees and Volunteers get the same information, it is critical that the Facilitator follow this session plan as presented here. Do not add or omit anything or otherwise deviate from the curriculum." Overall, the agency designed sexual assault training modules to ensure that Volunteers at all posts received the same baseline information and skills necessary to reduce their risk of sexual assault. We found that training staff was diligent about adhering to the curriculum as it was written. In addition, the sexual assault training modules include activities that can be tailored to address country-specific information including, for example, local transportation risks, or local cultural norms for how men and women interact.

One skill Volunteers learn during these trainings is RADAR. RADAR stands for **R**ecognize the danger, **A**ssess the situation, **D**ecide what's best for you, **A**ct when the timing is right, and **R**eassess as the situation changes. Trainees learn RADAR in the Personal Security and Risk-

[16] For the purposes of our report, "best practice" is defined as practices confirmed to be effective by experts or guidance by organizations confirmed as leaders in the field of sexual assault risk reduction and response.

Reduction module, the first of four sexual assault training modules delivered to trainees during PST. RADAR was designed to equip Volunteers with an easy to recall phrase that evokes the importance of being alert and vigilant to risks in their environment. Posts are encouraged to continue to refer to and reinforce RADAR in subsequent safety training sessions as appropriate, including sessions not directly related to sexual assault.

Many staff reported that they found RADAR to be effective and observed volunteers applying the tool in the field.

> The personal security session strength is RADAR. Volunteers use this skill all over after this. In the taxi they use it; at a party they use it. This is a truly important tool not just for Volunteers but also for staff.

> The RADAR model, the personal security and risk-reduction was a really great one… Volunteers are using this.

> They use the word RADAR to recognize danger. [In one instance] Volunteers in a bar saw a female talking to a male and they said RADAR and she [understood] without creating issues.

In the second of the four modules, Sexual Assault Awareness, the trainer facilitates an activity designed to generate group discussion and reflection about the sorts of verbal and physical cues or signals people in different cultures look for to understand when someone is interested in having sex. The purpose of this activity is to talk openly with trainees about how personal behavior and appearance may send a signal to someone in another culture that was not intended, and lead to an unwanted sexual advance.

Figure 4. Sample Slides from Peace Corp's Sexual Assault Awareness Training

Our interviews with overseas staff that had facilitated this exercise confirmed that most viewed this as a best practice based on the effectiveness of the activity:

> This – sex signals exercise – is interesting and important. The Volunteers loved this exercise…It brought several to tears. Huge impact. Volunteers felt this was very important to their experience [here], specifically what signals they could be sending.

> Yes that is a very powerful activity actually. It gets everyone really thinking and talking and kind of amazed actually.

Experts also confirmed that they found this exercise particularly effective:

> I think they addressed [cross-cultural issues]. [The sex signals activity] is very effective with all the people in the room.

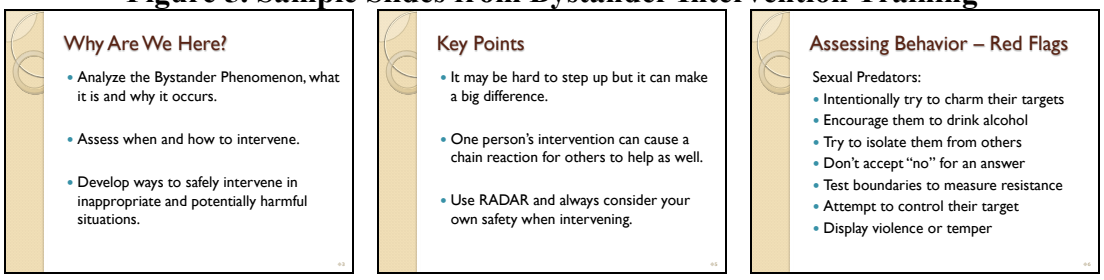
> [We] also talked about other language cues and dating boundaries, some of the cultural differences that can lead to misunderstandings…knowing the cultural boundaries is so important, especially for Peace Corps. [We] saw that it was going to be very important to have a local person there to help contextualize the training, to provide insight into local norms and behaviors that Volunteers needed to understand. So this is the conversation that led to the understanding that host country nationals needed to be trained and included in some of the sexual assault training sessions.

The Sexual Assault: Impact, Reporting, and Response (SAIRR) training module focuses on presenting the impact of sexual assaults on victims as well as the Peace Corps' response to sexual assaults at posts. One particularly important piece of this module is an explanation of what steps to take in the case of a sexual assault and what the Peace Corps' response will be. One expert in victim response we interviewed emphasized that establishing clear response procedures before an incident occurs is a best practice:

> [One best practice is] predictability and preparation – preparing people for the possibility that this could happen and establishing a predictable process for what happens afterward… and teach all Volunteers so they can help each other. They can remind their friends and support them after something happens.

A widely-used and expert-endorsed program incorporated into the sexual assault training is Bystander Intervention Training (BIT). Adopted by hundreds of universities around the country and the U.S. Department of Defense, BIT trains Volunteers on how to safely intervene on behalf of a fellow Volunteer in order to remove them from a risky situation. The training includes instruction, specific tactics, and scenarios for Volunteers to practice their new skills. The BIT module includes another best practice described by experts: training on identifying behaviors of sexual predators to identify risky situations.

Figure 5. Sample Slides from Bystander Intervention Training



Multiple experts confirmed BIT as a best practice:

> BIT is definitely an emerging area of best practice.

> BIT is a best practice--it's an evolving best practice. It's evidence-based.

> BIT is the direction to go and absolutely a best practice.

Additionally, interviews with overseas staff indicated that it believes BIT is valuable and important based on staff's experience and feedback from Volunteers:

> BIT gave skills that weren't available before… I facilitated BIT and Volunteers found it very good and engaging. They could really relate to the training and even…one volunteer said she could have helped a friend if she had had the training before.

> We feel that from the moment we did that BIT we moved from a culture of a few brave volunteers intervening to this is the expectation and we do work together...it got volunteers to understand that it is necessary to report certain things. Volunteers have brought things to my attention that happened in the past. The key is it is happening earlier, Volunteers had seen certain issues with Volunteers in the past, like heavy drinking, and they were worried about the Volunteer's safety and came to us, we hear about things earlier now.

The Peace Corps conducted multiple feedback sessions with staff and experts about the scripts that Peace Corps staff read during the sexual assault training modules. Experts confirmed that the scripts were carefully crafted to not be victim-blaming in its language, an important best practice in sexual assault training. The modules also incorporate principles highlighted by CDC as important for effective sexual assault trainings (see Figure 6 below).

Figure 6. CDC Principles Incorporated into Peace Corps' Sexual Assault Training

- Comprehensive: Strategies include multiple components and affect multiple settings to address a wide range of risk and protective factors of the target problem.
- Varied Teaching Methods: Trainings include multiple teaching methods, including multiple active, skills-based components.
- Sufficient Dosage: Trainings are of sufficient length the activity for it to have an effect.
- Theory Driven: Preventive strategies should have a scientific justification or logical rationale.
- Appropriately Timed: Program activities occur during PST, allowing volunteers to apply those skills throughout service.
- Socio-Culturally Relevant: Trainings are geared to the volunteer context and are sufficiently tailored to the country of service.
- Outcome Evaluation: Peace Corps is implementing a rigorous outcome evaluation program for review of the effectiveness of the training.
- Well-Trained Staff: Staff reported they were well trained on the delivery of the sexual assault training.

In its November 2012 report to Congress, the SAAC concluded that the Peace Corps developed and implemented comprehensive sexual assault training that conformed to best practices, "The Council assesses that Peace Corps' Risk-Reduction and Response training conforms to best practices in the field." It is important to note that best practices in the field of sexual assault risk-reduction and response continue to evolve. Accordingly, "The Council would like to note that while there are recognized standards for providing care to victims of crime, best practices in the field of sexual assault are fluid, as the understanding of how to effectively respond to victims continuously evolves." CDC also acknowledges the lack of certainty surrounding best practice, "Unfortunately, little is known about what works to prevent sexual violence. To date, only one

prevention program, "Safe Dates,"[17] has been shown in a randomized controlled trial to prevent or interrupt sexual violence perpetration."

Given that best practices in the field of sexual assault are evolving with practice, the Peace Corps should continue to consult with experts to adapt its training as necessary. Additionally, both experts and CDC emphasize that monitoring and evaluation is important for maintaining effectiveness of sexual assault risk-reduction and response programs. The Peace Corps had assigned a professional evaluator to monitor the sexual assault program and base future modifications of the training on evidence gathered through ongoing monitoring and evaluation activities.

Sexual Assault training contained all the elements required in Section 8A(c) of the Kate Puzey Act.

Section 8A(c) of the Kate Puzey Act describes specific sexual assault training topics that the Peace Corps must provide to Volunteers:

> Subsequent Training.--Once a volunteer has arrived in his or her country of service, the President shall provide the volunteer with training tailored to the country of service that includes cultural training relating to gender relations, risk-reduction strategies, treatment available in such country (including sexual assault forensic exams, post-exposure prophylaxis (PEP) for HIV exposure, screening for sexually transmitted diseases, and pregnancy testing), MedEvac procedures, and information regarding a victim's right to pursue legal action against a perpetrator.

OIG reviewed the sexual assault training module presentations and facilitator scripts to identify whether all the elements required under section the 8A subparagraph were included. We determined that the Peace Corps' sexual assault training addressed each of the training topics required under section 8A(c) of the Kate Puzey Act at a sufficient and appropriate level of detail.

[17] "Safe Dates" is a program designed to teach middle and high school students how to develop healthy relationships. Due to the difference in target audience, the OIG concluded its practices are not relevant in a Peace Corps context.

Table 3 shows which sexual assault training modules address the required training topics.

Table 3. Volunteer Training Requirements in the Kate Puzey Act

Training Topic Required by § 8A(c)	Peace Corps Sexual Assault Training
Cultural Training Related to Gender Relations	The Sexual Assault Awareness module includes an exercise where host country staff compares country-specific sex signals to U.S. sex signals, instructing Volunteers on how to avoid sending inappropriate signals.
Risk-Reduction Strategies	The Personal Security and Risk-Reduction module provides Volunteers with tools for avoiding and mitigating risk. Additionally, it instructs the session presenters to "…be prepared to discuss effective strategies to mitigate the risk posed to Volunteers… especially strategies that are specific and appropriate to the culture and society."
Treatment Available in such Country (including Sexual Assault Forensic Exams, Post Exposure Prophylaxis for HIV Exposure, Screening for Sexually Transmitted Diseases, and Pregnancy Testing)	The modules describe the treatments available to Volunteers at all posts, specifying those listed in the Act. It also describes steps Volunteers should take in each country to receive appropriate treatments and the steps staff will take to provide treatment to Volunteers.
Medical Evacuation (MedEvac) Procedures	The modules describe steps Volunteers should take in each country to receive appropriate treatments and the steps staff will take to medically evacuate Volunteers, if necessary.
Information Regarding a Victim's Right to Pursue Legal Action Against a Perpetrator	The modules describe steps Volunteers should take in each country to receive guidance on pursuing legal action against a perpetrator.

Information about treatments available in country for a sexual assault victim, medical evacuation procedures, and a victim's right to pursue legal action against a perpetrator is included in the SAIRR training module. The SAIRR module presents this information without getting into specific details such as the way law enforcement would typically handle a sexual assault in a Volunteer's country of service:

> If you are interested in reporting to the police, we will explain the process involved in filing a police report and how the investigation and prosecution will be conducted. You will not be alone in this. We will be with you every step of the way. Sometimes the investigative and judicial process may take a very long time and will most likely be very different from the systems and procedures you may be familiar with in the United States. But even if you leave the country, Peace Corps will continue to work with the police and prosecutors and we will keep you informed.

The SAAC's 2012 report indicated that, "the training received by Volunteers related to their right to legal action conforms to best practices in the field." Peace Corps staff with expertise in the field of sexual assault response and safety and security indicated that they believed more detail would be inappropriate and potentially discourage reporting.

> My only concern is that too many details can be a discouragement to not report even to PC [Peace Corps] if they feel the country is not going to do anything about it. I really want to be able to encourage reporting so they can get support, help S&S [the Office of Safety and Security], and help develop safety strategies. That's my concern about too many details about the legal environment of the country.

> In reality what do they [trainees/Volunteers] need on MedEvac other than that they know the result? Is that training or is that sharing the information? I cannot believe they [Volunteers] want to sit through a 30 minute session on how you get Medevac'd...My personal belief is some of this information would be a disincentive to reporting… Everything we have done is intended to get volunteers to come forward and get help. We do not want them to suffer in silence. It's designed to create a comfortable atmosphere where they can talk to staff and staff can talk to them, rather than being scared off by these local legal issues.

In addition to the sexual assault training that the Peace Corps is required to deliver to all applicants for enrollment during their PST programs, the 24 posts we examined provided a wide range of trainings intended to address safety and security in a country-specific context. While evaluating the effectiveness of these additional trainings was beyond the scope of this evaluation, we noted that they included country-specific training on gender relations, risk-reduction strategies, harassment and unwanted attention, transportation safety, and other safety and security topics. Many of these training sessions pre-date the Kate Puzey Act, and have been part of posts' Volunteer training programs for many years. The content of these trainings go beyond the requirements of the Kate Puzey Act. They reinforce key messages and provide additional country-specific skills for Volunteers that may reduce their risk of sexual assault.

In developing its sexual assault training, the Peace Corps sufficiently consulted with experts in the sexual assault field and incorporated their recommendations.

The Kate Puzey Act specifies that in developing its sexual assault risk-reduction and response training, the Peace Corps "shall consult with and incorporate, as appropriate, the recommendations and views of experts in the sexual assault field." The Peace Corps consulted with experts in the sexual assault field and incorporated their views and recommendations into the design of its sexual assault training for Volunteers. We interviewed Peace Corps staff involved in the training development as well as six of the experts who were consulted by the Peace Corps. Both staff and experts indicated that experts from a variety of organizations in the field of sexual assault were consulted from the early development stages of the training in 2010 to the implementation of the training in 2011. Experts reported that the Peace Corps solicited their input multiple times on the content, structure, and language of the trainings. Experts reviewed written slides and facilitator's guides, attended training pilots and gave feedback, and posts also piloted the trainings to draw their expertise from the field. The experts we interviewed reported that their feedback had been taken into account and that Peace Corps' approach gave them access to a sufficient amount of expertise:

> Before the Kate Puzey Act was passed, I was invited to attend trainings along with other folks (OVC [Department of Justice, Office for Victims of Crime], DOD [Department of Defense], etc.) and I did that multiple times. They did a module, we provided feedback. I came in during a first iteration of the facilitation… [the] vast majority of our comments were incorporated.

> [I was contacted] back in 2008, to improve how Peace Corps deals with sexual assault… In general I think the way Peace Corps approached this design, by connecting to the resources they did, the coalitions, gave them access to other resources.

The SAAC's report also concluded that the agency had developed its sexual assault training in consultation with experts:

> The research and development stage included interviews with more than fifteen experts from private, government, and non-government sectors, as well as research collected from numerous relevant sources both internally and externally…Each group provided critical feedback that led to revisions and improvements. The overall development of the training curriculum was a collaborative and thorough process, which contributed to a final product that conforms to best practices.

IMPLEMENTATION AND EFFECTIVENESS OF SEXUAL ASSAULT TRAINING

The Kate Puzey Act requires the agency to provide sexual assault training to all Volunteers:

> In General.--As part of the training provided to all volunteers under section 8(a), the President shall develop and implement comprehensive sexual assault risk-reduction and response training that, to the extent practicable, conforms to best practices in the sexual assault field (§ 8A(a)).

In order to review the implementation and effectiveness of Peace Corps' sexual assault training, we interviewed staff who had facilitated the training for applicants and Volunteers at 24 posts. We gathered and reviewed sexual assault-related training sessions as well as other post-specific safety and security training materials used by the posts. We examined the posts' survey results from the 2012 Annual Volunteer Survey that included questions about the effectiveness of sexual assault training. We also interviewed Peace Corps staff at the agency's headquarters with knowledge of the sexual assault training, including developers of the training.

The Peace Corps provided sexual assault training to all 27-month Volunteers, in compliance with section 8A.

In October 2011 the deputy director instructed all country directors to ensure that all applicants receive sexual assault training prior to swearing-in as Volunteers. Based on our review of training schedules at 24 posts and interviews with Peace Corps staff we verified that the agency has been providing sexual assault training to all applicants through the PST programs in their country of service.

PCRVs received inconsistent exposure to sexual assault training required under section 8A.

PCRVs engage in shorter-term assignments that usually range from three months to a year; they are typically returned Peace Corps Volunteers. Of the 24 posts we examined, 14 had PCRVs; five had just one, and the other posts had between two and seven.

PCRVs received inconsistent exposure to the sexual assault training. The approaches posts took to providing sexual assault training to PCRVs varied from a 30-minute safety and security briefing that did not include any sexual assault training, to a complete read-through of each sexual assault training module. We found no consistency in the approach posts were taking to providing sexual assault training to PCRVs. As a result, some PCRVs may not be as well prepared to mitigate their risk of sexual assault as are 27-month Volunteers who participated in the full sexual assault training.

There were several reasons why sexual assault training for PCRVs was inconsistent. PCRVs rarely arrive in their country of service as part of a larger training group, or during the period of time dedicated to PST for 27-month Volunteers, when sexual assault training was delivered. PCRVs arrived either one-at-a time or as part of a small group. The amount of time available in country to orient PCRVs to their country of service was also far shorter than the time available for applicants to the 27-month Volunteer program. PCRV training programs lasted from one to two weeks depending on the experience and needs of the particular PCRV, whereas 27-month Volunteers went through a nearly three-month training program before taking the oath to serve as Volunteers. The current design of the sexual assault training modules assumed that all trainees would be engaged in a multi-week PST program. The sessions included many group-based activities and discussions that would not work as well with just one or two PCRVs.

We recommend:

2. **That the associate director for safety and security and the director of Peace Corps Response establish minimum sexual assault training requirements that conform to the Kate Puzey Act for all Volunteers placed through Peace Corps Response.**

Staff opinion and Volunteer survey results from 2012 indicated that sexual assault training was effective.

The Kate Puzey Act requires OIG to provide a report to Congress "evaluating the effectiveness and implementation of the sexual assault risk-reduction and response training developed under section 8A."

Staff we interviewed described the sexual assault training as generally effective. Below are four comments from different field staff we interviewed expressing confidence in the effectiveness of the sexual assault training:

> The awareness training is strong in that people/trainees become aware that a threat can also be a type of assault—so it has raised awareness in this area. On the impact session, trainees come to know that they must report the assault because the impact is not limited to them alone—it can affect their family and broader community. The personal security session strength is RADAR. Volunteers use this skill all over after this. In the taxi they use it; at a party they use it. This is a truly important tool not just for Volunteers but also for staff. BIT—the strong point of that one is that at the end when they ask Volunteers if they feel like they have a tool they can use to prevent an assault, they say yes. We have eye signals and other signals and strategies to look out for and protect each other. They have designated non-drinkers at the party. This has helped prevention.
>
> BIT is something that they [Volunteers] can use for their whole life.
>
> Overall, they are really good sessions. It's important that we have them. Some Volunteers have used the BIT and have helped their fellow Volunteers.
>
> The RADAR model, the personal security and risk-reduction was a really great one. The gallery walk [in the sexual assault awareness module], and the bystander awareness module was helpful and well designed.

Survey results from more than 1,000 Volunteers who completed the agency's Annual Volunteer Survey in 2012 after having received sexual assault training indicated that Volunteers judged the sexual assault training to have been effective. When asked how effective their training had been, over 90 percent of Volunteers rated the training favorably. In addition, over 1,100 Volunteers (one third of those who had received Bystander Intervention Training), reported that they had used BIT on at least one occasion since their training.

Table 4. 2012 Annual Volunteer Survey Responses: PST

How effective was your PST training in the following areas?	Percentage of Favorable Responses*
Identifying tactics used by sexual assault assailants in your country of service	94%
How to report a crime to the Peace Corps	99%
How the Peace Corps responds to Volunteers who experience crime	98%
Support services for Volunteers who experience crime	99%
Services provided by the Peace Corps Office of Victim Advocacy	97%
The Peace Corps Commitment to Sexual Assault Victims	98%
To what extent did BIT provide you with the knowledge to develop intervention strategies appropriate to your local context?	88%

*Volunteers' favorable responses included ratings of "adequately," "considerably," or "exceptionally" effective.

Table 5. 2012 Annual Volunteer Survey Responses: Bystander Intervention

To what extent have you used the bystander intervention strategies since your training?	Percent	Number
Not at all	66%	0
Once	15%	510
2-3 Times	14%	476
3-5 Times	2%	68
More than 5 Times	2%	68

The agency was in the process of developing a more robust approach to evaluating the effectiveness of sexual assault training using results from an online learning course that tests Volunteers' knowledge gains and skills usage. Data from this system was not available at the time of fieldwork.

We were unable to assess in-depth the effectiveness of sexual assault training due to time and data limitations. Field work for this evaluation occurred soon after the agency began implementing standardized sexual assault training. Key aspects of the sexual assault policy have not been issued and thus Volunteers have not received the corresponding training. More time needs to pass in order for an evaluation to assess what influence sexual assault training has had on reducing Volunteers' risk of sexual assault, and for more data to be gathered from Volunteers who have participated in sexual assault training. The Kate Puzey Act requires us to provide Congress a follow-up report in 2016. That report will provide more information and analysis of the effectiveness of sexual assault training.

We recommend:

3. **That the Director ensure that the agency has in place the systems and support required to evaluate the effectiveness of sexual assault training.**

OBJECTIVE, SCOPE, AND METHODOLOGY

The purpose of OIG is to prevent and detect fraud, waste, abuse, and mismanagement, and to promote economy, effectiveness, and efficiency in government. In February 1989, the Peace Corps OIG was established under the Inspector General Act of 1978 and is an independent entity within the Peace Corps. The Inspector General is under the general supervision of the Peace Corps Director and reports both to the Director and Congress.

The OIG Evaluation Unit within OIG provides senior management with independent evaluations of the management and operations of the Peace Corps, including overseas posts and domestic offices. OIG evaluators identify best practices and recommend program improvements to comply with Peace Corps policies.

The Evaluation Unit announced its evaluation of the effectiveness and implementation of the sexual assault training required by the Kate Puzey Act on November 14, 2012. We used the following researchable questions to guide our work:

- Has the agency informed applicants about crimes and risks facing Volunteers?
- Has it provided applicants with all information required by the Act?
- Is the Peace Corps' sexual assault training comprehensive and in-line with best practices?
- Did the Peace Corps sufficiently consult with experts in the sexual assault field and incorporate their recommendations in the design of sexual assault training?
- Has sexual assault training been tailored to the Volunteers' country of service?
- Have Volunteers received sexual assault training, and was the training effective?

The evaluation team conducted the preliminary research portion of the evaluation from November through December 2012. This research included a review of agency documents provided by headquarters and post staff, interviews with headquarters staff, and a literature review on the issue of sexual assault reduction and response programs and trainings. This review included resources from the National Sexual Violence Research Center, the Rape Abuse and Incest National Network, the Air Force, and CDC, among others. CDC's guidance was particularly useful because its guidance was flexible enough that it could be applied in Peace Corps' context.

Fieldwork occurred from January through April 2012, and included interviews with agency managers and staff in the offices of: Safety and Security, Health Services, Overseas Programming and Training Support, Global Operations, Victim Advocacy, Volunteer Recruitment and Selection, Peace Corps Response, and General Counsel. In addition, we interviewed experts in the field of sexual assault risk-reduction and response and members of the SAAC.

We analyzed results from the safety and security section of the agency's 2012 Annual Volunteer Survey. Eighty-seven percent of eligible Volunteers worldwide responded to the survey, including more than 1,000 Volunteers who had received sexual assault training since November of 2011. Due to the high number of Volunteers who responded to the 2012 survey, and because

the survey included relevant questions specifically about the sexual assault training, OIG determined that it could use the survey results and did not need to independently survey Volunteers for the purpose of gathering similar data.

We conducted telephone interviews with 92 staff at 24 posts that had direct experience delivering sexual assault risk-reduction and response training. We also reviewed country-specific safety training materials from those posts. The selection of 24 posts included eight posts from each of the three regions: Africa, Europe, Mediterranean, and Asia, and Inter-America and Pacific (see Table 6). The selection, made in consultation with regional safety and security staff, included posts with the highest average numbers and the highest average rates of rapes and major sexual assaults between 2009 and 2011.

Table 6. Peace Corps Posts Interviewed

Peace Corps Post	Peace Corps Region
Benin	Africa Operations
Kenya	Africa Operations
Lesotho	Africa Operations
Mozambique	Africa Operations
Namibia	Africa Operations
Sierra Leone	Africa Operations
Togo	Africa Operations
Zambia	Africa Operations
Armenia	Europe, Mediterranean, and Asia Operations
Azerbaijan	Europe, Mediterranean, and Asia Operations
Indonesia	Europe, Mediterranean, and Asia Operations
Jordan	Europe, Mediterranean, and Asia Operations
Kyrgyz Republic	Europe, Mediterranean, and Asia Operations
Moldova	Europe, Mediterranean, and Asia Operations
Morocco	Europe, Mediterranean, and Asia Operations
Ukraine	Europe, Mediterranean, and Asia Operations
Costa Rica	Inter-America and the Pacific Operations
Dominican Republic	Inter-America and the Pacific Operations
Eastern Caribbean	Inter-America and the Pacific Operations
Ecuador	Inter-America and the Pacific Operations
Fiji	Inter-America and the Pacific Operations
Guatemala	Inter-America and the Pacific Operations
Nicaragua	Inter-America and the Pacific Operations
Peru	Inter-America and the Pacific Operations

This evaluation was conducted in accordance with the Quality Standards for Inspections, issued by the Council of the Inspectors General on Integrity and Efficiency. The evidence, findings, and recommendations provided in this report have been reviewed by agency stakeholders affected by this review.

INTERVIEWS CONDUCTED

As part of this evaluation, interviews were conducted with 28 representatives from Peace Corps headquarters in Washington DC, and seven other stakeholders and experts.

Table 7: Interviews

Position	Office or Agency
Senior Program Specialist	United States Department of Justice Office on Violence Against Women
Grant Program Specialist	United States Department of Justice Office on Violence Against Women
Deputy Assistant Director for Europe/Eurasia	International Criminal Investigative Training Assistance Program, Department of Justice
Major	Naval Medical Center San Diego
Victim Services Manager	Office for Victim Assistance, Federal Bureau of Investigation
Vice President for Victim Services	Rape Abuse and Incest National Network (RAINN)
Director of Public Policy	The National Center for Victims of Crime (NSVC)
Regional Security Advisor	Peace Corps/Africa Operations
Regional Security Advisor	Peace Corps/Europe, Mediterranean, and Asia Operations
Regional Security Advisor	Peace Corps/Inter-America and the Pacific Operations
Regional Programming, Training & Evaluation Advisor	Peace Corps/Inter-America and the Pacific Operations
General Counsel	Peace Corps/General Counsel
Senior Advisor	Peace Corps/Office of Global Operations
Expert	Peace Corps/Office of Health Services/Office of Medical Services
Director	Peace Corps/Office of Victim Advocacy
Chief of Operations	Peace Corps/Office of Volunteer Recruitment and Selection
Volunteer Delivery System Expert	Peace Corps/Office of Volunteer Recruitment and Selection
Chief of Epidemiology	Peace Corps/Office of Volunteer Support
Programming & Training Specialist	Peace Corps/Overseas Programming and Training Support
Chief of Training Unit	Peace Corps/Overseas Programming and Training Support
Lead Training Specialist (Cross-Cultural & Diversity)	Peace Corps/Overseas Programming and Training Support
Technical Training Specialist	Peace Corps/Overseas Programming and Training Support
Programming Specialist	Peace Corps/Peace Corps Response
Management Analyst	Peace Corps/Peace Corps Response

Associate Director for Safety and Security	Peace Corps/Safety and Security
Senior Advisor, Sexual Assault Risk-reduction and Response Program	Peace Corps/Safety and Security/Overseas Operations
Monitoring & Evaluation Specialist (Safety and Security)	Peace Corps/Safety and Security/Overseas Operations
Peace Corps Safety and Security Officer-HQ	Peace Corps/Safety and Security/Overseas Operations
Peace Corps Safety and Security Officer-Overseas (4)	Peace Corps/Safety and Security/Overseas Operations
Lead Security Specialist	Peace Corps/Safety and Security/Overseas Operations
Chief	Peace Corps/Safety and Security/Overseas Operations
Data Analyst	Peace Corps/Safety and Security/Overseas Operations/ Crime Statistics And Analysis Unit

Data as of June 2013.

LIST OF RECOMMENDATIONS

WE RECOMMEND:

1. That the associate director for the Office of Safety and Security put procedures in place to ensure that at the time applicants receive their invitation for service, all have received the most recent information on crimes and risks specific to their country of service.

2. That the associate director for safety and security and the director of Peace Corps Response establish minimum sexual assault training requirements that conform to the Kate Puzey Act for all Volunteers placed through Peace Corps Response.

3. That the Director ensure that the agency has in place the systems and support required to evaluate the effectiveness of sexual assault training.

APPENDIX A: LIST OF ACRONYMS

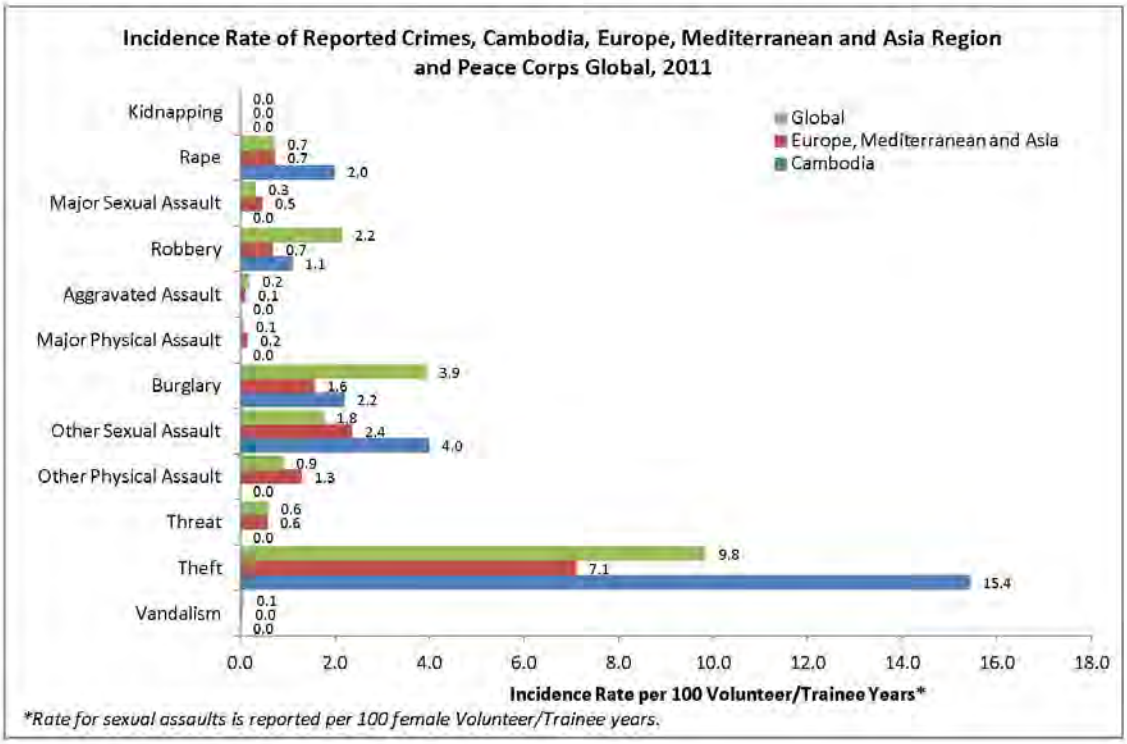
BIT	Bystander Intervention Training
CDC	Centers for Disease Control and Prevention
MedEvac	Medical Evacuation
OIG	Office of Inspector General
OVA	Office of Victim Advocacy
PCR	Peace Corps Response
PCRV	Peace Corps Response Volunteer
PST	Pre-Service Training
RADAR	Recognize, Assess, Decide, Act, Reassess
SAAC	Sexual Assault Advisory Council
SAIRR	Sexual Assault: Impact, Reporting, and Response
SARL	Sexual Assault Response Liaison
SS	Office of Safety and Security

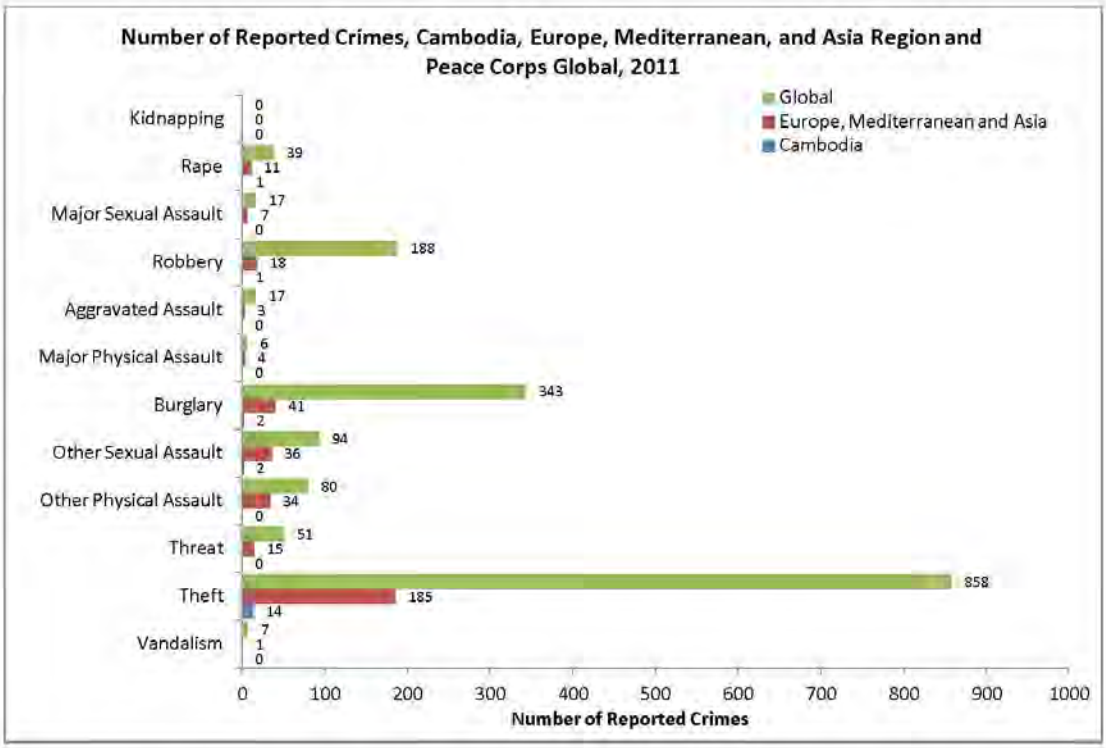
APPENDIX B: EXAMPLE OF A POST CRIME PROFILE

Cambodia

POST DATA

- Volunteers in Cambodia reported 20 crimes in 2011.
- The crime most likely to affect Volunteers in Cambodia is theft.
- The most serious crime likely to affect Volunteers in Cambodia is robbery.
- 85% of all reported crimes are property crimes resulting in no physical injury to the Volunteer.
- 68% of all Volunteer incidents occurred outside of the Volunteer's assigned site.
- 30% of all incidents occurred on public transportation, most often on buses
- 35% of all incidents occurred in the capital city of Phnom Penh.
- 62% of PCV Victims were female and 38 % were male.




Number of Reported Crimes, Cambodia, Europe, Mediterranean, and Asia Region and Peace Corps Global, 2011
Global
Europe, Mediterranean and Asia
Cambodia
Kidnapping
Rape
Major Sexual Assault
Robbery
Aggravated Assault
Major Physical Assault
Burglary
Other Sexual Assault
Other Physical Assault
Threat
Theft
Vandalism
0 0 0
39 11 1
17 7 0
188 18 1
17 3 0
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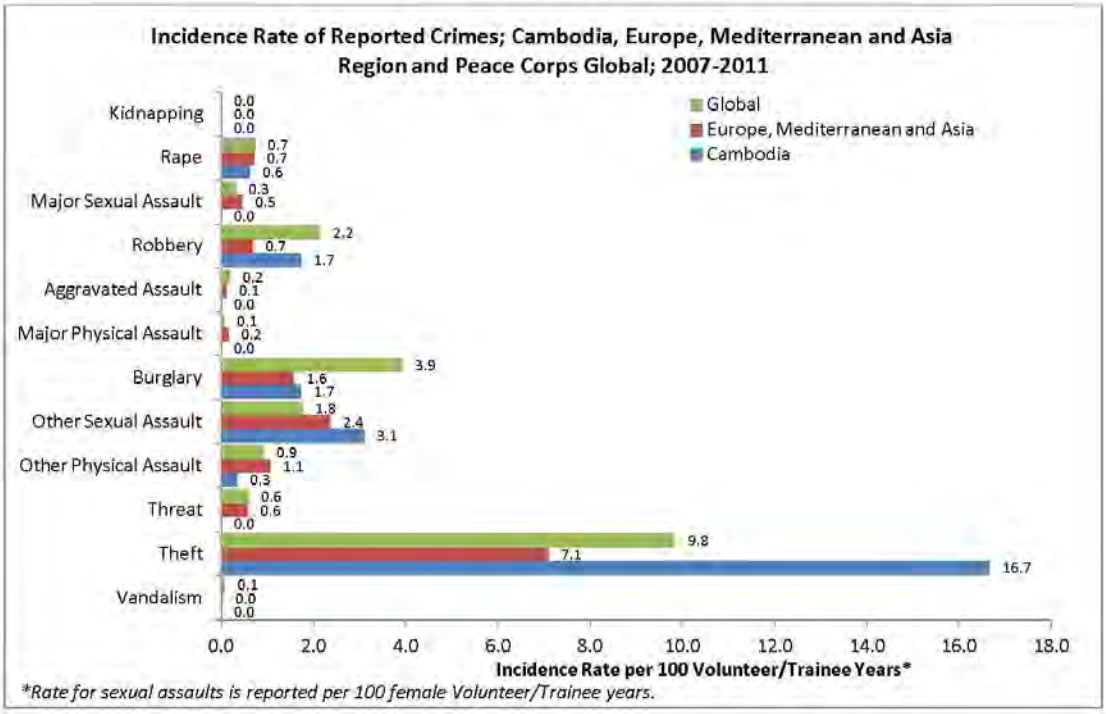
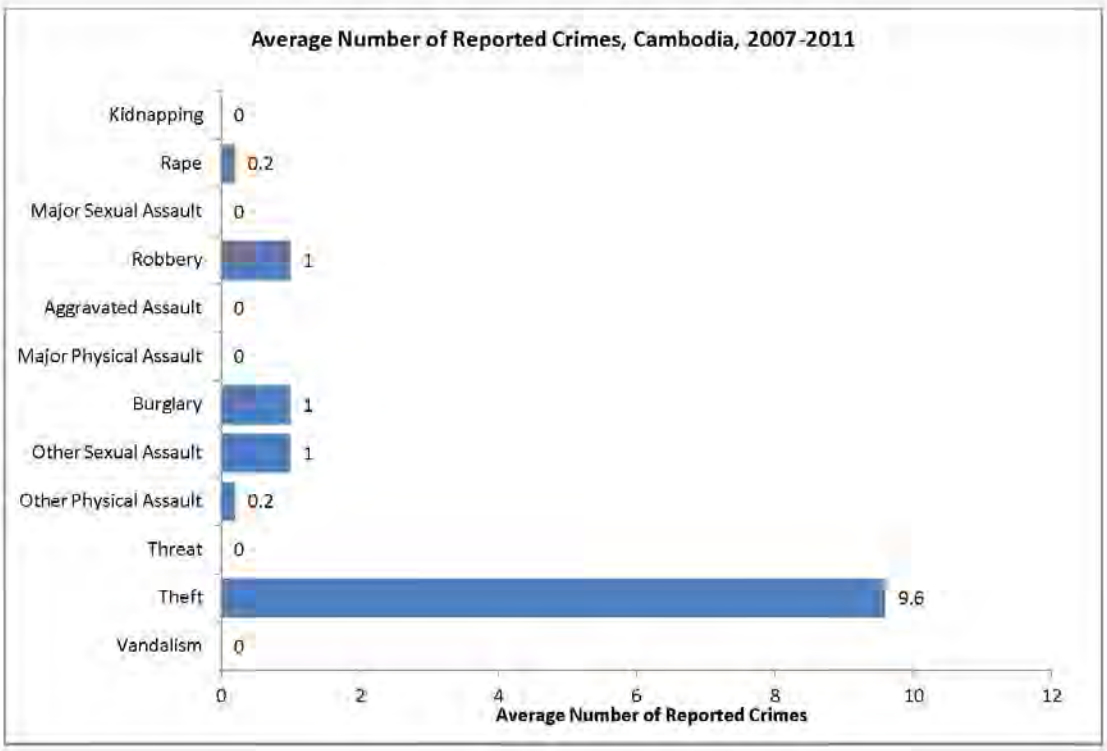
7 1 0
0 100 200 300 400 500 600 700 800 900 1000
Number of Reported Crimes


Incidence Rate of Reported Crimes; Cambodia, Europe, Mediterranean and Asia Region and Peace Corps Global; 2007-2011
Global
Europe, Mediterranean and Asia
Cambodia
Kidnapping
Rape
Major Sexual Assault
Robbery
Aggravated Assault
Major Physical Assault
Burglary
Other Sexual Assault
Other Physical Assault
Threat
Theft
Vandalism
0.0 0.0 0.0
0.7 0.7 0.6
0.3 0.5 0.0
2.2 0.7 1.7
0.2 0.1 0.0
0.1 0.2 0.0
3.9 1.6 1.7
1.8 2.4 3.1
0.9 1.1 0.3
0.6 0.6 0.0
9.8 7.1 16.7
0.1 0.0 0.0
0.0 2.0 4.0 6.0 8.0 10.0 12.0 14.0 16.0 18.0
Incidence Rate per 100 Volunteer/Trainee Years*
*Rate for sexual assaults is reported per 100 female Volunteer/Trainee years.


Average Number of Reported Crimes, Cambodia, 2007-2011
Kidnapping
Rape
Major Sexual Assault
Robbery
Aggravated Assault
Major Physical Assault
Burglary
Other Sexual Assault
Other Physical Assault
Threat
Theft
Vandalism
0
0.2
0
1
0
0
1
1
0.2
0
9.6
0
0
2
4
6
8
10
12
Average Number of Reported Crimes

APPENDIX C: SUMMARY OF SEXUAL ASSAULT TRAINING

Personal Security and Risk-Reduction	Bystander Intervention Training
Key learning objectives: • Give examples of situations in which specific Personal Security Strategies could be employed. • Describe conditions that increase the likelihood of being a victim of common crimes. • Outline risk-reduction strategies for common crimes. • Teach and practice RADAR principles.	***Key learning objectives:*** • Analyze the Bystander Phenomenon, what it is and why it occurs. • Assess inappropriate sexual behavior along a continuum of behaviors. • Develop ways to intervene safely in inappropriate and potentially harmful situations.
Best practices confirmed by experts or other trainings • Presents risk-reduction strategies for use by volunteers. • Provides risk awareness and response tool: RADAR (Recognize, Assess, Decide, Act, Reassess).	***Best practices confirmed by experts or other trainings:*** • Gives volunteers tools to intervene on behalf of another volunteer in a risky situation.

Sexual Assault Awareness	Sexual Assault: Impact Reporting and Response
Key learning objectives: • Distinguish between myths and facts regarding sexual assault. • Compare and contrast American and host nation sex signals. • Outline tactics used by rapists. • Propose defensive strategies to counter assailant tactics.	***Key learning objectives:*** • Recognize examples of how sexual assault can impact various aspects of the victim's life. • Explain the importance of reporting sexual assaults. • Outline the actions a victim should take after an assault. • Summarize Peace Corps sexual assault response procedures.
Best practices confirmed by experts or other trainings • Provides information on the impact of sexual assaults. • Outlines common offender tactics. • Provides specific risk mitigation tools for use by volunteers. • Provides country specific information on sex signals.	***Best practices confirmed by experts or other trainings:*** • Describes the impact of sexual assault. • Describes response procedures in the case of a sexual assault by the victim and Peace Corps.

APPENDIX D: AGENCY'S RESPONSE TO THE PRELIMINARY REPORT

Since 1961.

MEMORANDUM

To: Kathy Buller, Inspector General

Through: Daljit K. Bains, Chief Compliance Officer

From: Carrie Hessler-Radelet, Acting Director

Date: November 4, 2013

CC: Stacy Rhodes, Chief of Staff
Joaquin Ferrao, Deputy Inspector General
Jim O'Keefe, AIG, Evaluations
Carlos Torres, Acting Associate Director, Office of Global Operations
Daryl Sink, Chief of Operations, Office of Safety and Security
Kellie Greene, Director, Office of Victim Advocacy
Bill Rubin, General Counsel
Brenda Goodman, Deputy Associate Director, Office of Health Services
Sarah Morgenthau, Director, Peace Corps Response

Subject: Agency Response to the Preliminary Report of Peace Corps Sexual Assault Risk Reduction and Response Training 2013

Enclosed please find the agency's response to the recommendations made by the Inspector General for Peace Corps Sexual Assault Risk Reduction and Response Training, as outlined in the Preliminary Report of the Evaluation sent to the Agency on August 30, 2013.

The Region concurs with the 3 recommendations provided by the OIG in its Preliminary Evaluation Report.

The Agency will continue to work with the departments identified in the Preliminary Report to ensure closure of these recommendations by the dates included within for outstanding recommendations.

Recommendation 1:
That the associate director for the Office of Safety and Security put procedures in place to ensure that at the time applicants receive their invitation for service, all have received the most recent information on crimes and risks specific to their country of service.

Concur
The Office of Safety and Security has created Country Profile Pages for each PC/Post that outlines the total number of crimes, by PC crime classification, reported by Volunteers as well as the corresponding incidence rates for both the previous calendar year and the previous five years combined. In addition, the Profile Pages include risk factors and general crime characteristics specific to each post.

Additionally, prospective applicants may access country-specific crime data through the agency's website before deciding whether to apply to the Peace Corps, or whether to accept an invitation. The Office of VRS directs potential applicants to the agency's website, to the section titled: *Safety and Security Highlights to Help You Prepare for Peace Corps Service* and to *Safety and Security Global Statistical Report of Crimes Against Volunteers* where they can access the most current country-specific crime information, including crime statistics and related information, before deciding whether to apply. This access will continue as VRS modifies its processes so that applicants may apply to or accept an invitation to a particular country or program.

Candidates invited to serve as Peace Corps Volunteers are routinely provided the specific Post's Welcome Book (.pdf format, attached to the applicant's invitation) before they accept an invitation. Each Welcome Book includes country-specific information about risks at the Post, as well as a link to current Peace Corps crime statistics for that Post. The communication extending the invitation includes a link to the Safety and Security Highlights document for the country of service (country profile page). It also includes the Volunteer Handbook and other information about the specific volunteer assignment.

Links submitted:
Safety and Security Highlights to Help You Prepare for Peace Corps Service
http://files.peacecorps.gov/multimedia/pdf/documents/safety_and_security_highlights.pdf
www.peacecorps.gov/index.cfm?shell=learn.safety.safeandsec
Safety and Security Global Statistical Report of Crimes Against Volunteers
http://files.peacecorps.gov/multimedia/pdf/policies/volsafety2011.pdf

Documents to be Submitted:
- Country Risk Profile Pages
- Sample Updated Welcome Books

Status and Timeline for Completion:
- October 2013

Recommendation 2:
That the associate director for Safety and Security and the director of Peace Corps Response establish minimum sexual assault training requirements that conform to the Kate Puzey Act for all Volunteers placed through Peace Corps Response.

Concur
A standardized sexual assault training curriculum for two year Volunteers was developed and launched by the Office of Safety and Security in August 2011 and updated in 2013 to reflect recent changes in Agency policy and procedures. All Volunteers/Trainees are required to receive this standardized training prior to swearing-in. PCR will utilize these standard learning objectives from the standardized sexual assault training to develop a training curriculum that is appropriate for PCRVs with input from OVA and OSS. This requirement will be codified in a Safety and Security Instruction (SSI) by January 2014.

Documents to be Submitted:
- SSI for PCRV Sexual Assault Training

Status and Timeline for Completion:
- January 2014

Recommendation 3:
That the Director ensure that the agency has in place the systems and support required to evaluate the effectiveness of sexual assault training.

Concur
The Office of Safety and Security has developed, and is in the process of implementing, a monitoring and evaluation plan for the Volunteer PST sexual assault training. OSS developed and conducts regular fidelity checks on the consistency of training delivery. OSS piloted an online evaluation tool in the Spring 2013. The pilot assessed the feasibility of using an online tool during PST and the extent the tool could measure learning objectives. These assessments measure if the PCVs are meeting the learning objectives for the global core modules, and how well they can apply that knowledge in a scenario. Feedback from the pilot will inform the final development and roll out of a training evaluation tool to assess PCV learning by March 2014.

Documents to be Submitted:
- PST assessment tool launched based on revised PST modules

Status and Timeline for Completion:
- Revised PST modules; anticipated roll out in May 2014
- PST assessment tool under reconstruction based on existing PCV input and future post input for logistics; scheduled for roll out in March 2014 with revised PST modules

APPENDIX E: OIG COMMENTS

Management concurred with all three recommendations. In its response, management described actions it is taking or intends to take to address the issues that prompted each of our recommendations. We wish to note that in closing recommendations, we are not certifying that the agency has taken these actions or that we have reviewed their effect. Certifying compliance and verifying effectiveness are management's responsibilities. However, when we feel it is warranted, we may conduct a follow-up review to confirm that action has been taken and to evaluate the impact.

All three recommendations remain open. We will review and consider closing recommendations 2 and 3 when the documentation reflected in the agency's response to the preliminary report is received. For recommendation 1, additional documentation is required. This recommendation will remain open pending confirmation from the chief compliance officer that the documentation reflected in our analysis below is received.

Recommendation 1:
That the associate director for the Office of Safety and Security put procedures in place to ensure that at the time applicants receive their invitation for service, all have received the most recent information on crimes and risks specific to their country of service.

Concur
The Office of Safety and Security has created Country Profile Pages for each PC/Post that outlines the total number of crimes, by PC crime classification, reported by Volunteers as well as the corresponding incidence rates for both the previous calendar year and the previous five years combined. In addition, the Profile Pages include risk factors and general crime characteristics specific to each post.

Additionally, prospective applicants may access country-specific crime data through the agency's website before deciding whether to apply to the Peace Corps, or whether to accept an invitation. The Office of VRS directs potential applicants to the agency's website, to the section titled: Safety and Security Highlights to Help You Prepare for Peace Corps Service and to Safety and Security Global Statistical Report of Crimes against Volunteers where they can access the most current country-specific crime information, including crime statistics and related information, before deciding whether to apply. This access will continue as VRS modifies its processes so that applicants may apply to or accept an invitation to a particular country or program.

Candidates invited to serve as Peace Corps Volunteers are routinely provided the specific Post's Welcome Book (.pdf format, attached to the applicant's invitation) before they accept an invitation. Each Welcome Book includes country-specific information about risks at the Post, as well as a link to current Peace Corps crime statistics for that Post. The communication extending the invitation includes a link to the Safety and Security Highlights document for the country of service (country profile page). It also includes the Volunteer Handbook and other information about the specific volunteer assignment.

Links submitted:
Safety and Security Highlights to Help You Prepare for Peace Corps Service
http://files.peacecorps.gov/multimedia/pdf/documents/safety_and_security_highlights.pdf
www.peacecorps.gov/index.cfm?shell=learn.safety.safeandsec
Safety and Security Global Statistical Report of Crimes against Volunteers
http://files.peacecorps.gov/multimedia/pdf/policies/volsafety2011.pdf

Documents to be Submitted:
• Country Risk Profile Pages
• Sample Updated Welcome Books

Status and Timeline for Completion:
• October 2013

OIG Analysis: Thank you for your response explaining steps planned or already taken to address the recommendation. In order to close this recommendation, please submit documentation that describes the procedures put in place to ensure that updates are regularly carried out for all relevant welcome books, including information about risks at the post and a link to the most recent Peace Corps crime statistics for that post. We will review a random sample of country risk profile pages and welcome books prior to closing this recommendation.

APPENDIX F: EVALUATION COMPLETION AND OIG CONTACT

EVALUATION COMPLETION

This evaluation was conducted under the direction of Assistant Inspector General for Evaluations Jim O'Keefe by Senior Evaluators Jerry Black and Reuben Marshall, and Evaluation Apprentice Tim Shaw. Additional contributions were made by Lisa Chesnel and Logan Davis.

Jim O'Keefe
Assistant Inspector General for Evaluations

OIG CONTACT

Following issuance of the final report, a stakeholder satisfaction survey will be distributed. If you wish to comment on the quality or usefulness of this report to help us improve our products, please contact Assistant Inspector General for Evaluations Jim O'Keefe at jokeefe@peacecorps.gov or 202.692.2904.

Help Promote the Integrity, Efficiency, and Effectiveness of the Peace Corps

Anyone knowing of wasteful practices, abuse, mismanagement, fraud, or unlawful activity involving Peace Corps programs or personnel should contact the Office of Inspector General. Reports or complaints can also be made anonymously.

Contact OIG

Reporting Hotline:

U.S./International:	202.692.2915
Toll-Free (U.S. only):	800.233.5874
Email:	OIG@peacecorps.gov
Web Form:	peacecorps.gov/OIG/contactOIG
Mail:	Peace Corps Office of Inspector General P.O. Box 57129 Washington, D.C. 20037-7129

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