

Report to the Committees on Armed Services of the Senate and the House of Representatives



Report on Serious Harmful Behavior Between Children and Youth for Fiscal Year 2023

July 2024

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List of Acronyms

CYA – Child and Youth Advocacy
CYP – Child and Youth Programs
DoD – Department of Defense
DoDEA– Department of Defense Education Activity
DoDI – Department of Defense Instruction
DoDM – Department of Defense Manual
FAP – Family Advocacy Program
FY – Fiscal Year
HQ– Headquarters
MCIO – Military Criminal Investigative Organization
MDT – Multidisciplinary Team
OJJDP – Office of Juvenile Justice and Delinquency Prevention
NDAA – National Defense Authorization Act
NCSBY – National Center on the Sexual Behavior of Youth
OSD – Office of the Secretary of Defense
PSB – Problematic Sexual Behavior
PSB-CY – Problematic Sexual Behavior in Children and Youth

1. INTRODUCTION

In January 2020, the Department of Defense (DoD) established Child and Youth Advocacy (CYA) as the policy proponent to execute and bolster the Department's response to harmful behaviors between children and youth, in accordance with section 549B of the William M. (Mac) Thornberry National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2021 (Public Law 116-283). CYA spearheads this initiative through Tiger Teams convened at the Office of the Secretary of Defense (OSD) and Headquarters (HQ) Military Service levels. These teams integrate efforts related to problematic sexual behavior in children and youth (PSB-CY) with representatives from Department of Defense Education Activity (DoDEA), Child and Youth Programs (CYP), Family Advocacy Program (FAP), Military Criminal Investigative Organizations (MCIOs), Law Enforcement, Office of Special Needs, Department of Health Affairs, Military and Family Life Counseling, and Defense Logistics Agency. Through these collaborations, the Department has established trauma-informed, developmentally attuned responses, resources, and training for DoD professionals, children, youth, and their families affected by problematic sexual behaviors on military installations. CYA's comprehensive approach is designed to meet the legislative requirements while protecting the safety and wellbeing of families and communities by establishing a uniform and standardized response to PSB-CY occurring on military installations.

This report presents the FY 2023 incident and case data from the PSB-CY Information System, as required by 549B of the William M. (Mac) NDAA for FY 2021 (Public Law 116-283). Using aggregated data from the PSB-CY Information System, this report offers an overview of sexual behavior incidents and cases documented by Military Service FAP end-users (Army, Navy, Marine Corps, and Air Force)¹ for FY 2023 (October 1, 2022 through September 30, 2023). In addition to meeting the congressional requirement, this report provides critical DoD-wide information on incidents and cases, which highlights engagement between the stakeholder agencies that participate in the multidisciplinary team (MDT) response. Collectively, this information will inform strategic planning for resource allocation, prevention efforts, and additional support.

Subsequent report sections include a brief description of the Department's approach to responding to reports or allegations of PSB-CY, including PSB-CY-related trainings, development of the tool to categorize sexual behavior in children and youth, and safeguards of the PSB-CY Information System. A review of the findings from an analysis of FY 2023 data from the PSB-CY Information System follows. The report concludes with an overview of potential implications for current and future policy and program initiatives.

¹ In FY 2023, Space Force data were reported within Air Force data.

2. BACKGROUND

Section 1089 of the NDAA for FY 2019 (Public Law 115-232) established the requirement for policy development, data collection, and FAP involvement in addressing PSB-CY on military installations.² To facilitate this initiative, the Department formed an OSD-level multidisciplinary Tiger Team in April 2018, which continues to meet monthly. Operating under a collective impact model, this team assesses existing pathways of response; leverages opportunities to collaborate; and identifies and addresses gaps related to treatment and support for military-affiliated children, youth, and their families affected by problematic sexual behavior. Stakeholders include representatives from agencies throughout the Department, including DoDEA, CYP, MCIOs, Law Enforcement, Military Community Support Programs, and the Office of General Counsel. During the early stages of collaboration, the Tiger Team analyzed programs and processes, identified areas for policy updates or creation, established a standardized definition of PSB-CY, developed a plan for parent/guardian involvement, and identified necessary training requirements and advancements in information technology infrastructure to support the DoD response to PSB-CY.

In August 2018, OSD established an HQ Military Service Tiger Team to align Military Service-specific policy and standardize guidance. The Department also established partnerships with subject matter experts, academics, and federal personnel within the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to foster a collaborative approach. As a result of these collaborations, DoD reissued policy in May 2019, officially expanding FAP's scope to serve as the PSB-CY reporting point of contact for the coordination of a multifaceted, multidisciplinary team.³ DoD reissued additional policy to assign responsibilities and prescribe standardized procedures for FAP's response to PSB-CY.⁴

CYA was established as the policy proponent for PSB-CY in January 2020, and subsequently led the publication of PSB-CY-specific policy⁵ and the deployment of the PSB-CY Information System. DoDI 6400.10 outlines responsibilities and procedures for the coordinated community response to PSB-CY, the PSB-CY multidisciplinary team (MDT) review process, and parent engagement. CYA in collaboration with the Clearinghouse for Military Family Readiness at Pennsylvania State University developed the PSB-CY Non-Clinical Referral Tool (NCRT) to categorize reports or allegations of problematic sexual behavior and to drive data entry into the PSB-CY Information System. In January 2022, the PSB-CY NCRT was published as DD Form 3179, alongside a phased implementation plan for the NCRT's use DoD-wide. As of publication of this report, the plan is in its final phase of implementation.

² Within the legislation, PSB-CY is referred to as "juvenile-on-juvenile problematic sexual behavior."

³ Department of Defense Instruction (DoDI) 6400.01, "Family Advocacy Program (FAP)," May 1, 2019.

⁴ Department of Defense Manual (DoDM) 6400.01, Volume 1, "Family Advocacy Program (FAP): FAP Standards," July 22, 2019.

⁵ DoDI 6400.10, "DoD Coordinated Community Response to Problematic Sexual Behavior in Children and Youth," December 30, 2021.

OSD PSB-CY Process Map

The OSD PSB-CY Process Map provides stakeholder agencies a visual representation for responding to a report or allegation of problematic sexual behavior between children or youth. Upon observing or receiving a report or allegation of problematic sexual behavior in children and youth, a trained installation professional from DoDEA, CYP,⁶ or FAP completes the PSB-CY NCRT. This tool categorizes the sexual behavior as normative (typical/expected behavior for the age/developmental level), cautionary (repetitive behaviors, not typical/expected behavior for the age/developmental level), or problematic. If a reported incident is categorized as problematic, FAP convenes a PSB-CY MDT consisting of the MCIO and child and youth servicing program representatives (CYP and DoDEA, when they are the referral source). Additional stakeholder agencies participate in the PSB-CY MDT, as appropriate.

The PSB-CY MDT ensures safety plans are in place; facilitates information sharing; coordinates assessments, medical appointments, and service plans; and provides trauma-informed responses tailored to individual needs. The MDT also offers child-focused advocacy and coordinates accessible supports for families. Regular MDT meetings are held to review the status of cases. Cases are closed when community risk factors have been addressed, and related services are complete or all efforts to engage the family have failed.

Sexual Behavior in Children and Youth

Sexual curiosity and exploration are a natural and vital aspect of healthy development beginning in infancy and extending through adolescence and into adulthood. Exploratory sexual behavior in children and youth facilitates the understanding of one's own body and societal and cultural norms that dictate age appropriate and acceptable sexual conduct. Parents, extended family members, community members, and spiritual beliefs play a critical role in providing sexual behavior-related guidance and direction to children and youth. Sexual behaviors occur on a continuum. Within DoD, these behaviors are categorized as normative, cautionary, or problematic through the use of the PSB-CY NCRT (DD Form 3179). DoD defines PSB-CY as:

Problematic sexual behavior in children and youth: “Behaviors initiated by children and youth under the age of 18 that involve sexual body parts (genitals, anus, buttocks, or breasts) in a manner that deviates from normative or typical sexual behavior and are developmentally inappropriate or potentially harmful to the individual initiating the behavior, the individual(s) impacted by the behavior or others.”⁷

⁶ CYP personnel include those who work in child development centers, as well as those who work with youth programs.

⁷ DoDI 6400.01, May 1, 2019.

Approaching children and youth who exhibit or are impacted by problematic sexual behavior requires a developmentally appropriate, trauma-informed lens. The Department has made significant efforts through collaboration with experts in the field to develop training programs and resources to equip installation professionals who are serving military families and their children and youth. These tools emphasize the importance of understanding that PSB-CY must be addressed differently than adult-initiated sexual behaviors with children.

Through the Tiger Teams and our collaboration with civilian experts, federal partners, and university partners, the Department developed and launched comprehensive training specific to the PSB-CY MDT, the PSB-CY NCRT, and the roles and responsibilities of the organizations and agencies engaged in the response to PSB-CY.

CYA leveraged existing training platforms and direct support from the National Center on the Sexual Behavior of Youth (NCSBY) at University of Oklahoma Health Sciences Center, through an interagency agreement with the OJJDP and the National Child Traumatic Stress Network at UCLA, to develop and launch extensive training and support materials. Trainings and platforms available to support the DoD-wide response to PSB-CY include:

- Military Academy on Child Traumatic Stress – Created 12 comprehensive trainings tailored to meet the needs of each PSB-CY MDT member agency;
- OneOp – Created the PSB-CY series, which includes 15 webinars covering focused topics, 4 courses for clinical providers, 2 podcast episodes, and a blog;
- Virtual Lab School – Created nine modules for CYP and DoDEA personnel, which focuses on managing challenging behaviors;
- United States Army Military Police School – Created an in-person MDT course and partnered with NCSBY to provide training to clinicians on Trauma Focused Cognitive Behavioral Therapy and Problematic Sexual Behavior Cognitive Behavioral Therapy through a learning collaborative in partnership with OJJDP; and
- Military OneSource – Created podcasts and PSB-CY Toolkits for parents and DoD professionals who work with children and youth, which are available for download on the Military OneSource website.

In addition, CYA created a repository for all PSB-CY related trainings, resources, courses, and toolkits, along with a program-specific training course list and sequence of learning for stakeholders. This repository is available publicly to DoD personnel and civilian partners through an Airtable platform. The Airtable has direct links to each training, a list of continuing education units offered, downloadable and printable flyers, and course descriptions.⁸ Some of trainings listed in the Airtable are only accessible to DoD personnel.

⁸ The Airtable can be accessed at:
<https://airtable.com/appYYz9EnWAA12hvF/shrGHhmojoaWRiiO8/tb1P8JduiUCIY9jCG>.

Development of the PSB-CY NCRT (DD Form 3179)

The PSB-CY NCRT, developed by CYA in collaboration with the Clearinghouse for Military Family Readiness at Pennsylvania State University, offers a structured approach to categorizing reports or allegations of sexual behavior exhibited by children/youth, ranging from normative to cautionary to problematic.⁹ Its purpose is to: a) assist DoDEA and CYP personnel in determining the need for referral or consultation with FAP based on the sexual behavior exhibited by children or youth; and b) guide FAP personnel in determining if the PSB-CY MDT should be initiated.

The PSB-CY NCRT underwent several phases of development and implementation prior to its publication as DD Form 3179 in January 2022. Phase 1 involved a pilot program with 22 installations, across the Military Services, using the tool and participating in feedback calls. Phase 2 focused on creating online learning and practice modules and training pilot site professionals on the finalized tool. Phase 3 extended training to all installation FAPs across the DoD, CYP, and DoDEA—reaching more than 7,000 professionals by June 2023. Phase 4 is underway and features online quarterly learning conversations for end-users facilitated by Pennsylvania State University and supported by CYA.¹⁰

PSB-CY Information System

The PSB-CY Information System is the designated case management tool used to document, coordinate, and manage the continuum of care provided to children, youth, and their families to identify, report, respond, and intervene in incidents of PSB-CY. The system also supports the implementation of well-coordinated safety planning, support services, and referrals to specialized services, when appropriate, that meet the complex needs of children, youth, and families involved in incidents of PSB-CY.

The PSB-CY Information System operates at a high security level designed, developed, and deployed to safeguard sensitive data through architectural and infrastructure protections and the strict control of access by designated FAP professionals. The system is housed in the organization's Amazon Web Services Government Cloud Impact Level 5 environment and is capable of processing and storing sensitive data and information such as personally identifiable information, controlled unclassified information, other Privacy Act-related data, and law enforcement data. The system is only accessible to authorized users through the Department's Non-Classified Internet Protocol Router Network using role-based authentication linked to the user's Common Access Card.

The PSB-CY Information System is not accessible via the commercial Internet. Additionally, access to the system is contingent upon completion of a comprehensive system access authorization request process, as well as completion of annual training in privacy regulations and

⁹ The PSB-CY NCRT is not designed for use with children younger than age 2.

¹⁰ Additional information about the development, training, and initial feedback on the PSB-CY NCRT can be found in: Schulte, J. A., Boone, M. K., Aronson, K. R., & Perkins, D. F. (2023). A non-clinical referral tool to help identify problematic child sexual behavior: Development, training, and initial user feedback. *Journal of Child Sexual Abuse*, 32(8), 1016-1035. <https://doi.org/10.1080/10538712.2023.2276289>.

cybersecurity awareness. The system employs a role-based access control structure, restricting users' visibility of information to only what is necessary for their specific role and respective responsibilities, ensuring only authorized personnel can view incident or case data. Furthermore, access is limited to the specific installation to which an individual is assigned, making system information inaccessible outside of the designated installation. Potential conflicts of interest are also averted for users of the system related to a child with an incident within the system. The user can be restricted from seeing any incidents and cases related to their child (or children), if needed, and additional restrictions exist preventing a user from accessing personal data about other children involved in their own child's incident(s).

In 2021, the Department initiated implementation of the PSB-CY Information System through a carefully planned, phased roll-out plan scheduled for completion over a 12-month period. Since initial roll-out, approximately 1,300 FAP users have enrolled in the system. Currently there are approximately 700 enabled users, with approximately 100 FAP staff actively using the system on a weekly basis. To date, three of four HQ Military Services FAPs¹¹ achieved the agreed upon benchmark for system implementation with at least 95 percent of their installations having at least one active user in the PSB-CY Information System.

¹¹ Air Force FAP personnel service Space Force installations. Within this report, Space Force data are reported within Air Force data.

3. ANALYSIS

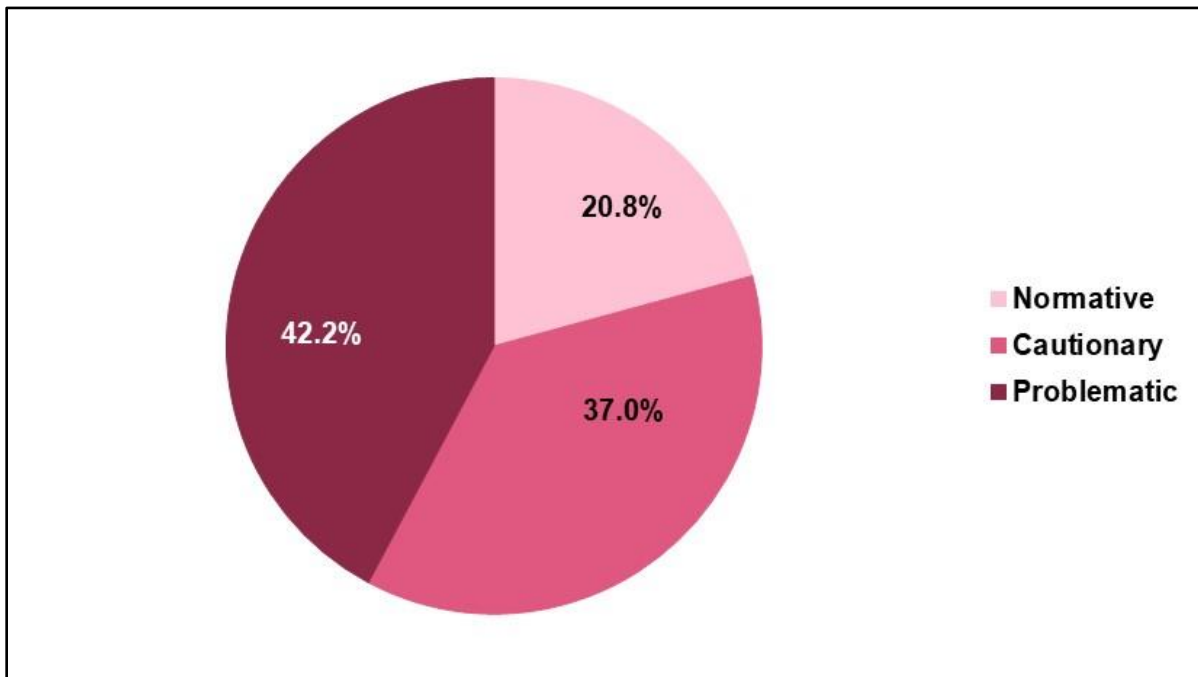
This section discusses reports or allegations of PSB-CY “made to FAP” in FY 2023,¹² PSB-CY cases, MDT meetings, and the characteristics of children and youth involved in these incidents.

Reports or Allegations of PSB-CY

In FY 2023, there were 1,227 reports or allegations of PSB-CY made to FAP. Figure 1 shows the distribution of reports or allegations by NCRT category. Among those reports or allegations made to FAP, 20.8 percent were categorized as normative, 37.0 percent were categorized as cautionary, and 42.2 percent were categorized as problematic.

Due to inconsistent use and implementation of the PSB-CY Information System throughout the Department during FY 2023, the number of reports or allegations of PSB-CY categorized as normative is underreported. There are two major impacts of this underreporting. First, the total number of reports or allegations of PSB-CY overall is undercounted. Second, the proportion of reports by NCRT category is skewed. Specifically, we suspect that the proportion of reports categorized as normative shown in Figure 1 is lower than it would be had the Department achieved full implementation of the PSB-CY Information System. Conversely, we suspect that the proportion of reports categorized as cautionary and problematic shown in Figure 1 are higher than they would be had the Department achieved full implementation of the PSB-CY Information System.

Figure 1. Reports or Allegations of PSB-CY by NCRT Category (FY 2023)



¹² For the purposes of this report, “made to FAP” means referred to FAP and documented into the PSB-CY Information System.

Reports or allegations of PSB-CY can originate from any one of numerous referral sources, including but not limited to military child and youth serving organizations, command, law enforcement, and parents/guardians. Figure 2 shows the number of reports or allegations by referral source.

Of the 1,227 reports or allegations of PSB-CY made to FAP in FY 2023, 733 referrals were from military child and youth serving organizations, including DoDEA and child development centers; 114 referrals were from civilian organizations; 107 referrals were from command or military law enforcement; 96 referrals were from community members; 88 referrals were from military support programs such as military family life counselors; 50 referrals were from military medical; and 39 referrals were from parents/guardians.

Figure 2. Reports or Allegations of PSB-CY by Referral Source (FY 2023)

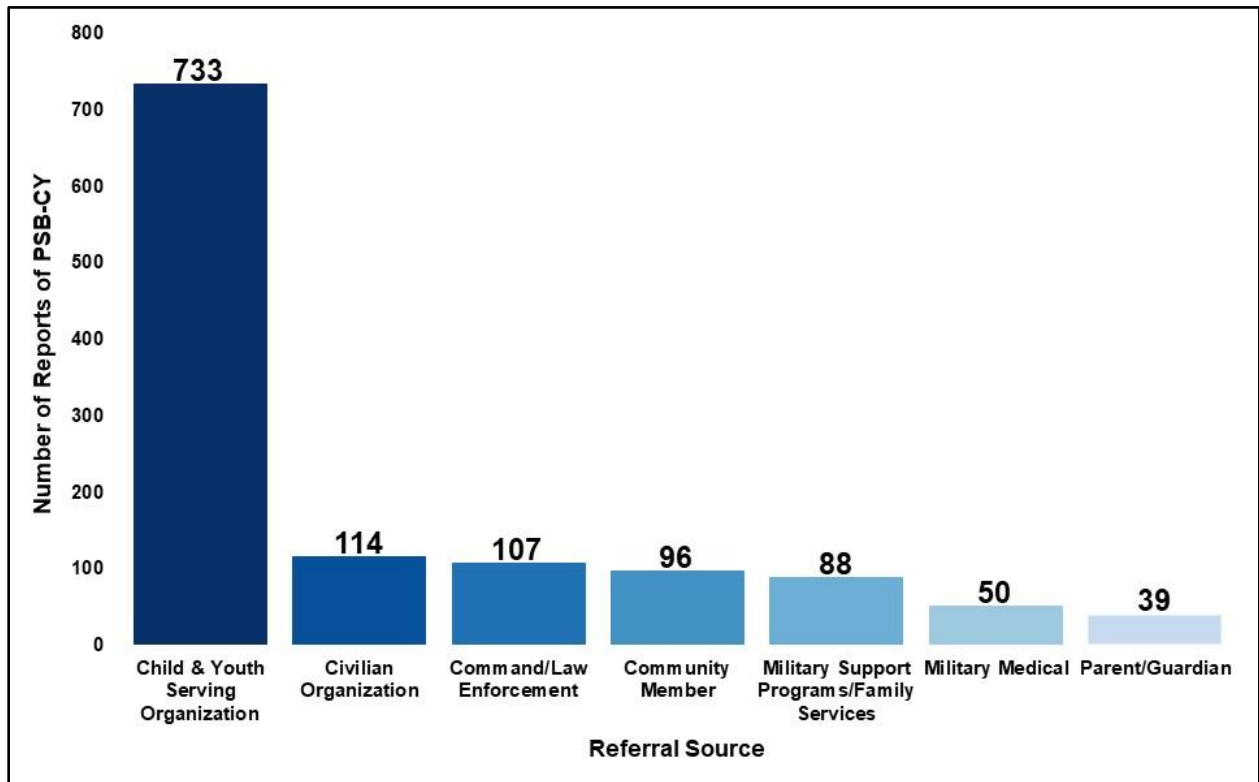
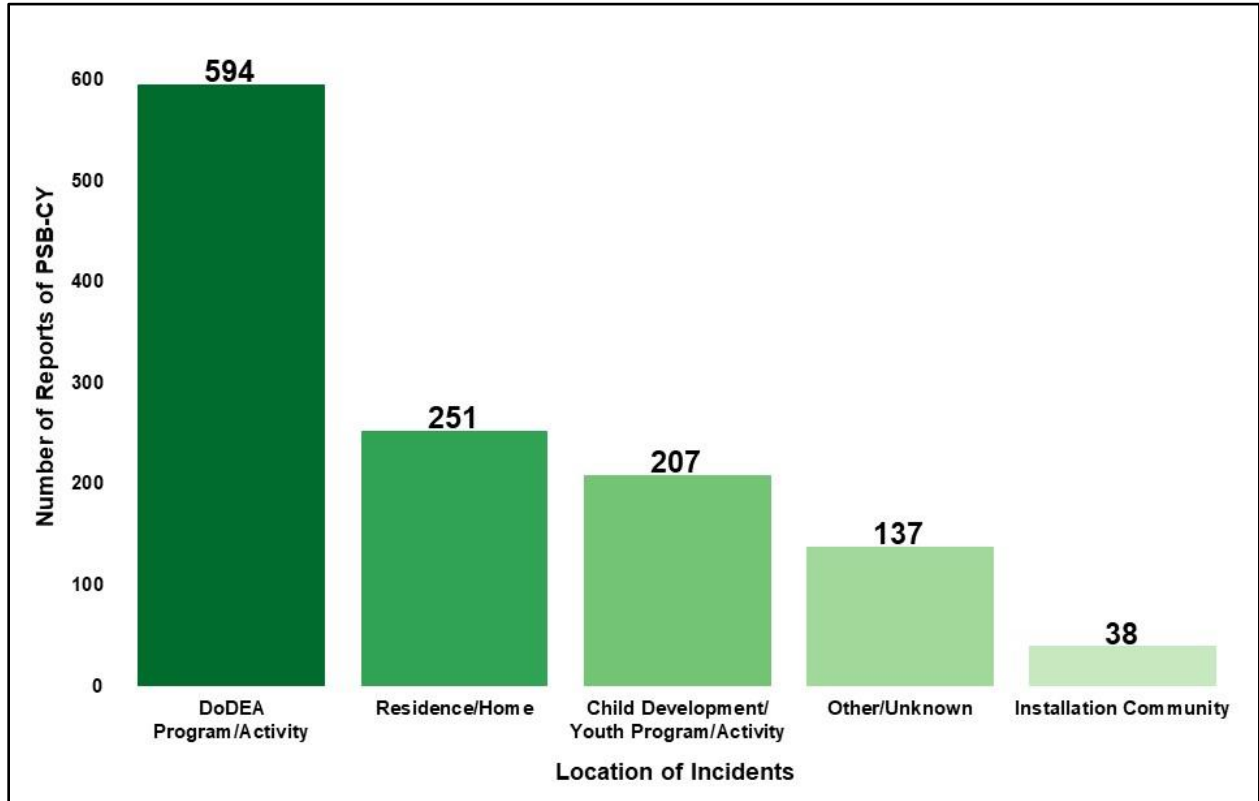


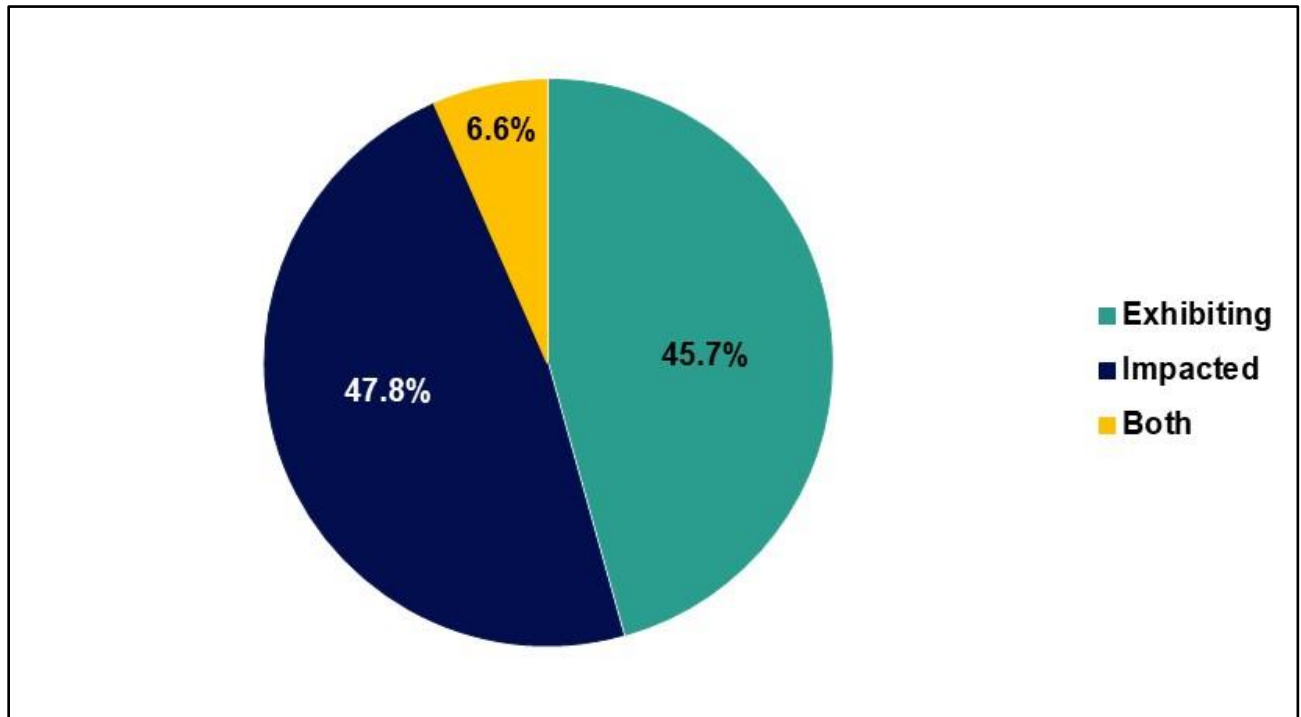
Figure 3 shows the number of reports or allegations of PSB-CY by location of occurrence. Of the 1,227 reports or allegations made to FAP in FY 2023, 594 occurred in DoDEA programs or activities, 251 occurred in residences or homes, 207 occurred in military child development or youth programs or activities, 137 occurred at unknown locations, and 38 occurred in other places within the installation community.

Figure 3. Reports or Allegations of PSB-CY by Location of Occurrence (FY 2023)



Children and youth involved in reports or allegations of PSB-CY may have exhibited sexual behaviors, been impacted by sexual behaviors, or both exhibited and been impacted by sexual behaviors. Figure 4 shows the proportion of children and youth involved these reports or allegations in FY 2023 by their role. Nearly an equal proportion of children and youth exhibited sexual behavior (45.7 percent) as were those who were impacted by sexual behavior (47.8 percent). Another 6.6 percent of children and youth involved in reports or allegations of PSB-CY both exhibited sexual behaviors and were impacted by it.

Figure 4. Reports or Allegations of PSB-CY by the Role of Children and Youth Involved (FY 2023)

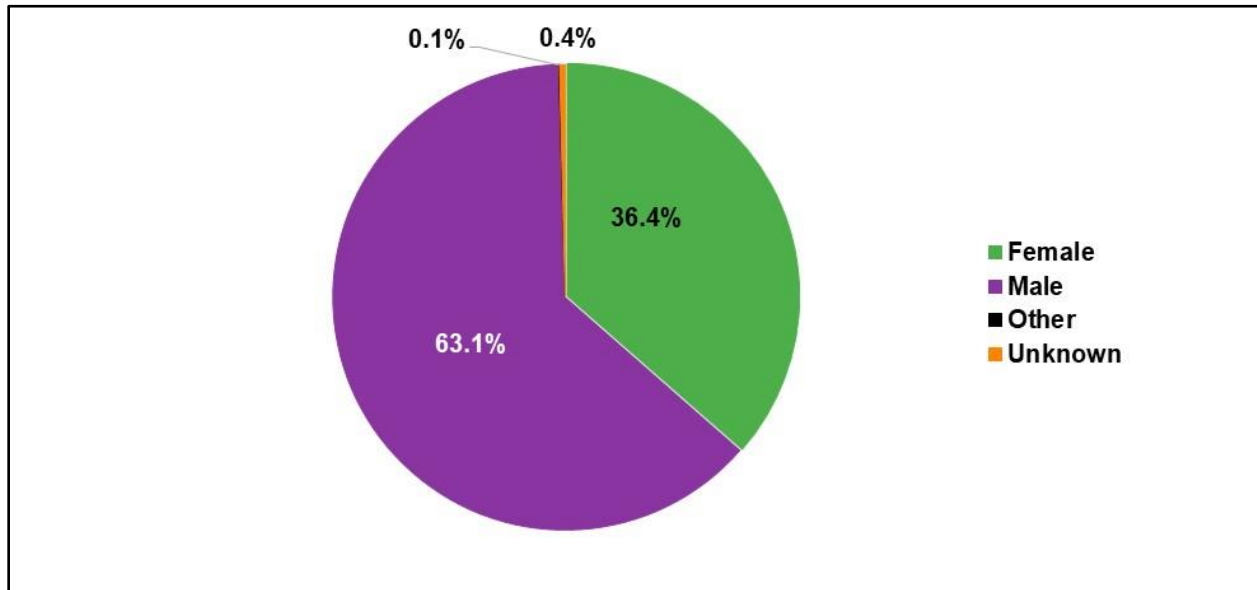


Profile of Children and Youth Involved in Reports or Allegations of PSB-CY

This section describes the characteristics of children and youth involved in reports or allegations of PSB-CY in FY 2023.

There were 2,042 unique¹³ children and youth involved in reports or allegations of PSB-CY in FY 2023. Figure 5 shows the gender of unique children and youth involved in these reported incidents. Overall, 63.1 percent of unique children and youth involved in reports or allegations of PSB-CY were male, 36.4 percent were female, and 0.1 percent identified as other. For 0.4 percent of children or youth involved in these reported incidents, the gender was unknown.

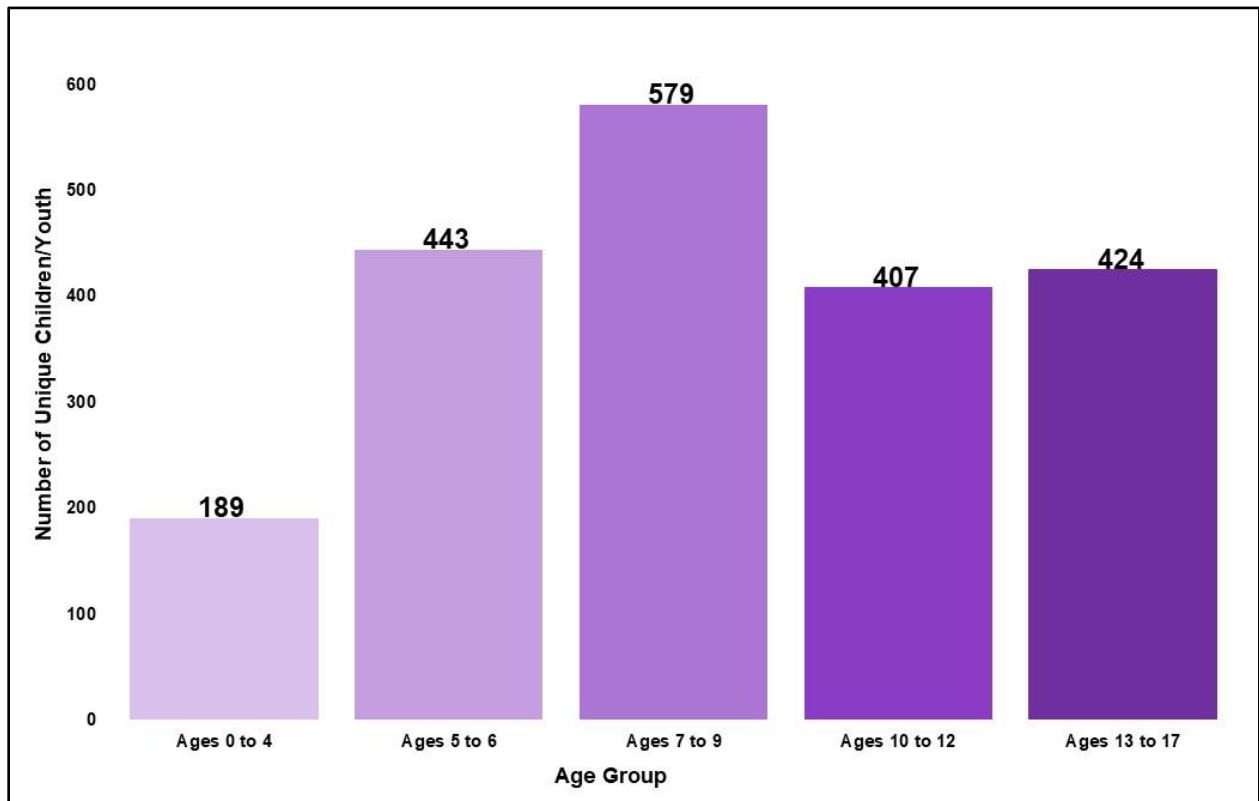
Figure 5. Gender of Unique Children and Youth Involved in Reports or Allegations of PSB-CY (FY 2023)



¹³ Within this context, unique means that a child or youth is counted only one time, regardless of the number of reports or allegations of PSB-CY in which they were involved or the role they played in the reported incident.

Figure 6 shows the number of unique children and youth involved in reports or allegations of PSB-CY by age group. Of the 2,042 unique children and youth involved in these reported incidents, the majority were ages 7-9 (28.4 percent). Nearly an equal proportion of unique children and youth involved in these reported incidents were ages 5-6 (21.7 percent), ages 13-17 (20.8 percent), and ages 10-12 (19.9 percent). Fewer children ages 0-4 were involved in these reported incidents (9.3 percent).¹⁴

Figure 6. Unique Children and Youth Involved in Reports or Allegations of PSB-CY by Age Group (FY 2023)

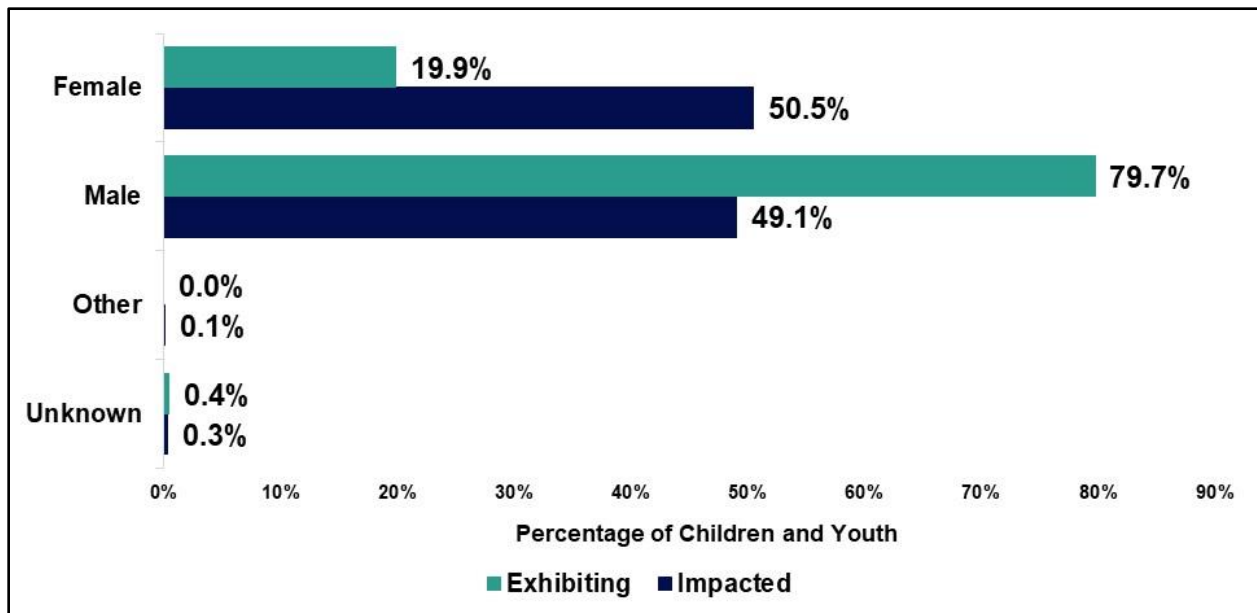


¹⁴ Due to rounding, the sum of the percentages is 100.1.

While Figure 5 shows the gender of unique children and youth involved in reports or allegations of PSB-CY in FY 2023 overall, Figure 7 shows a comparison of the gender of those unique children and youth by the role they played in reported incidents. There are notable differences when comparing the gender of children and youth who exhibited sexual behaviors to the gender of children and youth who were impacted by sexual behaviors in these reported incidents.¹⁵

Children and youth involved in reports or allegations of PSB-CY who exhibited sexual behaviors were more likely to be male than female (79.7 percent male vs. 19.9 percent female). In contrast, the proportion of children and youth impacted by sexual behavior was almost equally split between males and females (49.1 percent male vs. 50.5 percent female). Children and youth who identified as other gender or whose gender was unknown were unlikely to be involved in these reported incidents.

Figure 7. Proportion of Unique Children and Youth in Reports or Allegations of PSB-CY by Gender and Role (FY 2023)

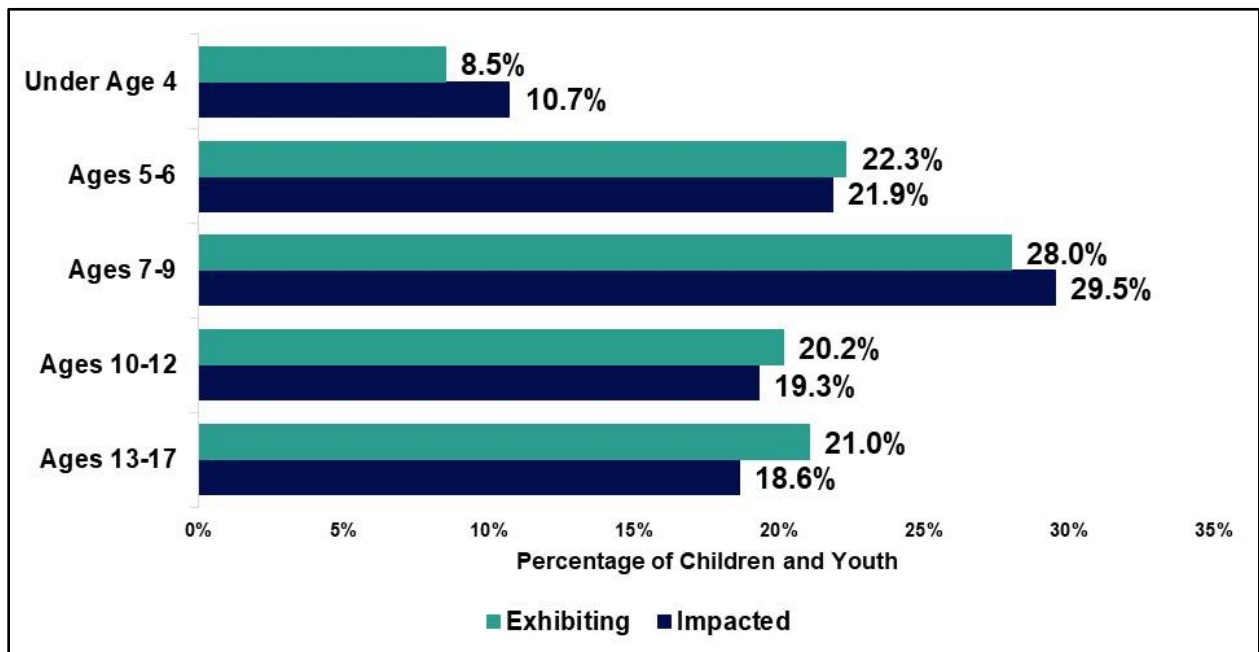


¹⁵ Children and youth who both exhibited sexual behavior and were impacted by sexual behavior were counted in both groups. This means that the sum of the number of children and youth who exhibited sexual behavior and the number of children and youth impacted by sexual behavior exceeds the total number of unique children and youth involved in reports or allegations of PSB-CY, overall.

As shown in Figure 8, the age distribution of children and youth in reports or allegations of PSB-CY who exhibited sexual behavior is very similar to the age distribution of children and youth in reports or allegations of PSB-CY who were impacted by sexual behavior.¹⁶ Roughly the same proportion of exhibiting children ages 7 to 9 were involved in these reported incidents as were impacted children in the same age group (28.0 percent exhibiting vs. 29.5 percent impacted). The same pattern holds true for children and youth in the other age groups who exhibited sexual behavior in comparison to those who were impacted by sexual behavior, with the age distribution of the children and youth in the two groups quite similar.

Note that there is a difference in the youngest age groups for children and youth involved in reports or allegations of PSB-CY depending on the role they played in the incident. The youngest age group for exhibiting children is ages 2-4, while the youngest age group for impacted children is ages 0-4. The PSB-CY NCRT is not designed for us with children younger than age 2.

Figure 8. Proportion of Children and Youth in Reports or Allegations of PSB-CY by Age Group and Role (FY 2023)



¹⁶ Children and youth who both exhibited sexual behavior and were impacted by sexual behavior were counted in both groups.

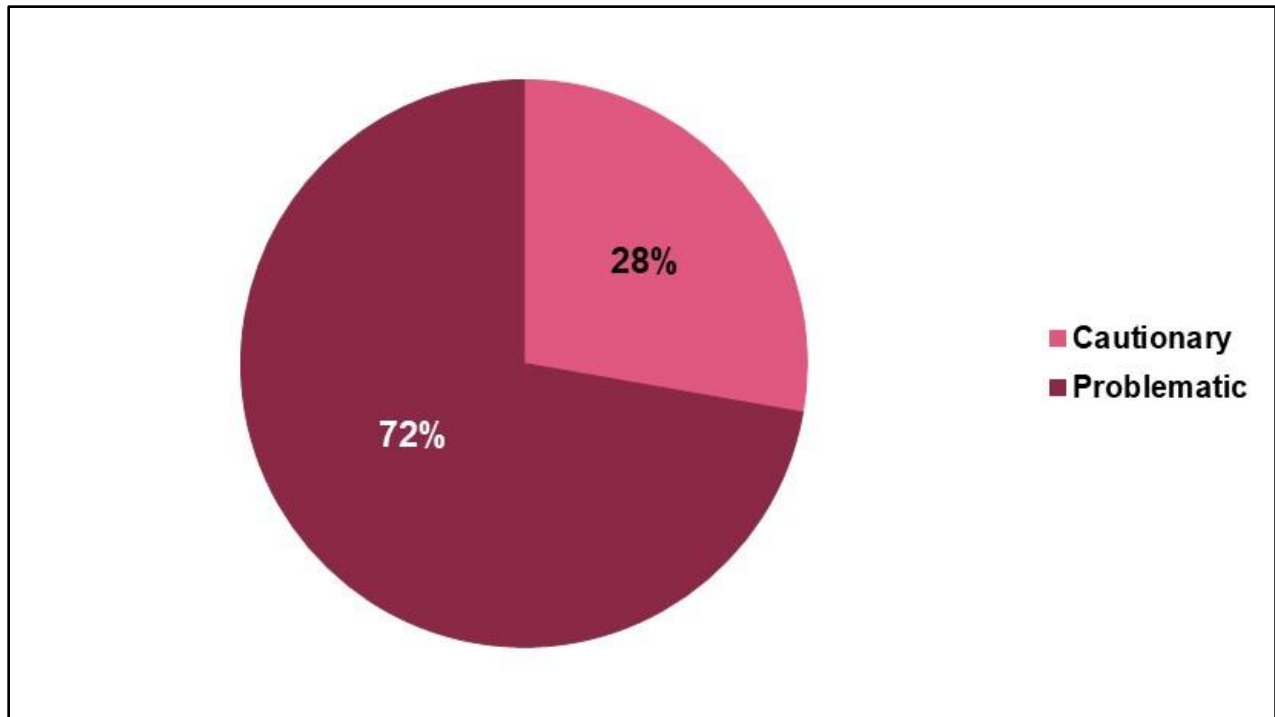
Non-normative Reports or Allegations of PSB-CY

Non-normative behavior is defined as “behaviors that do not conform to, or reflect an established norm for a child or youth’s chronological age or development functioning.”¹⁷ Children and youth involved in reports or allegations of PSB determined to be cautionary using the PSB-CY NCRT may require redirection from adults in caretaking roles, supportive services, and ongoing observation or monitoring. Activation of the MDT is not required but can be convened to coordinate a response plan.

Reports or allegation of PSB determined to be problematic require the activation of the MDT to establish a safety and supervision plan, and to make recommendations for enhanced supportive services, treatment, or intervention. Non-normative reports involving cautionary or problematic behaviors require the creation of a case within the PSB-CY Information System.¹⁸

There were 544 cases created during FY 2023 in response to non-normative reports or allegations of PSB-CY. Figure 9 shows the proportion of cases created in FY 2023 by NCRT category. Twenty-eight percent of cases created were categorized as cautionary, and 72 percent of cases created were categorized as problematic.

Figure 9. Non-normative PSB-CY Cases by NCRT Category (FY 2023)



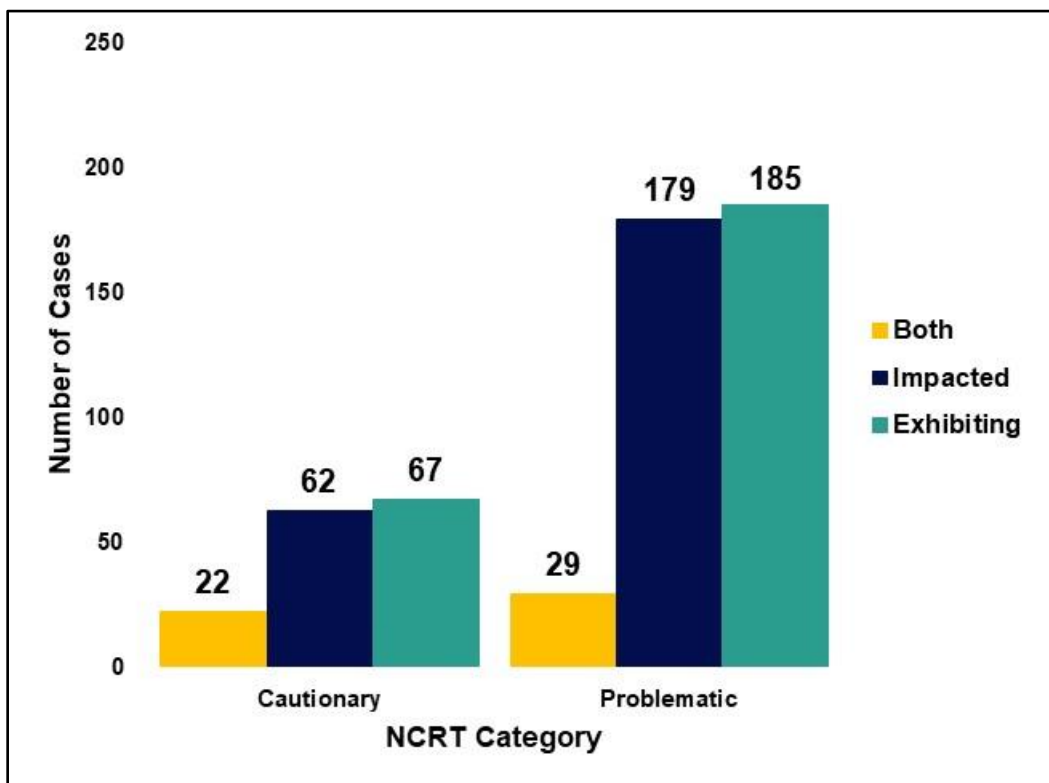
¹⁷ DoDI 6400.10, December 30, 2021.

¹⁸ Each case within the PSB-CY Information System is specific to a single child or youth.

Figure 10 shows the breakdown of cases created in FY 2023 by NCRT category and the role of the children and youth involved. Most cases created in FY 2023 were categorized as problematic (393 problematic cases vs. 151 cautionary cases).

Among the cases categorized as problematic, 185 children and youth exhibited sexual behavior, 179 children and youth were impacted by sexual behavior, and 29 children and youth both exhibited sexual behavior were impacted by it. Among the cases categorized as cautionary, 67 children and youth exhibited sexual behavior, 62 children and youth were impacted by sexual behavior, and 22 children and youth both exhibited sexual behavior were impacted by it.

Figure 10. Non-normative PSB-CY Cases by NCRT Category and the Role of Children and Youth Involved (FY 2023)

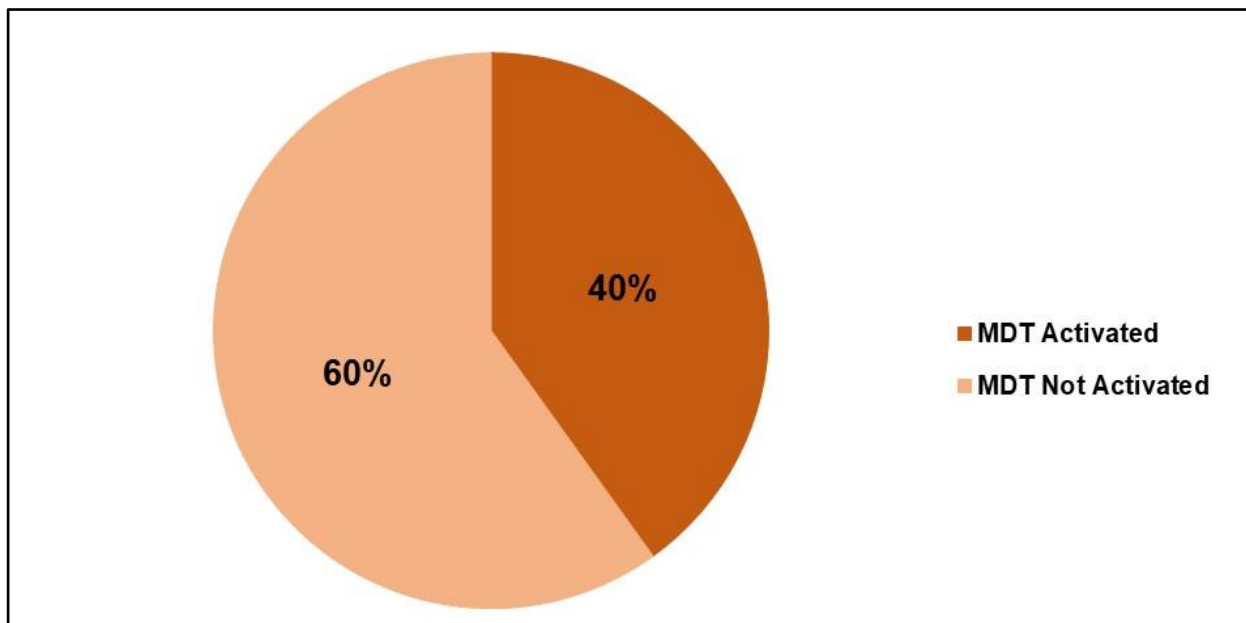


The installation PSB-CY MDT “coordinates a comprehensive, multidisciplinary, trauma-informed response to the needs of children, youth, and families involved in incidents of PSB-CY.”¹⁹ In alignment with DoD policy, the MDT should be activated to support children, youth, and families involved in reports or allegations of PSB-CY that have been categorized as problematic.²⁰

There were 247 installation-level PSB-CY MDTs activated in FY 2023, holding a total of 576 MDT meetings. Most of these MDTs were activated in support of cases created in FY 2023. However, some were created in support of cases created in either FY 2022 or FY 2024.²¹

Figure 11 shows the proportion of non-normative cases created in FY 2023 where an accompanying MDT was activated. Among the 544 cases created in FY 2023, 40 percent had at least one associated MDT meeting during the FY.

Figure 11. Non-normative PSB-CY Cases by MDT Activation Status (FY 2023)



¹⁹ DoDI 6400.10, December 30, 2021.

²⁰ DoDI 6400.10, December 30, 2021.

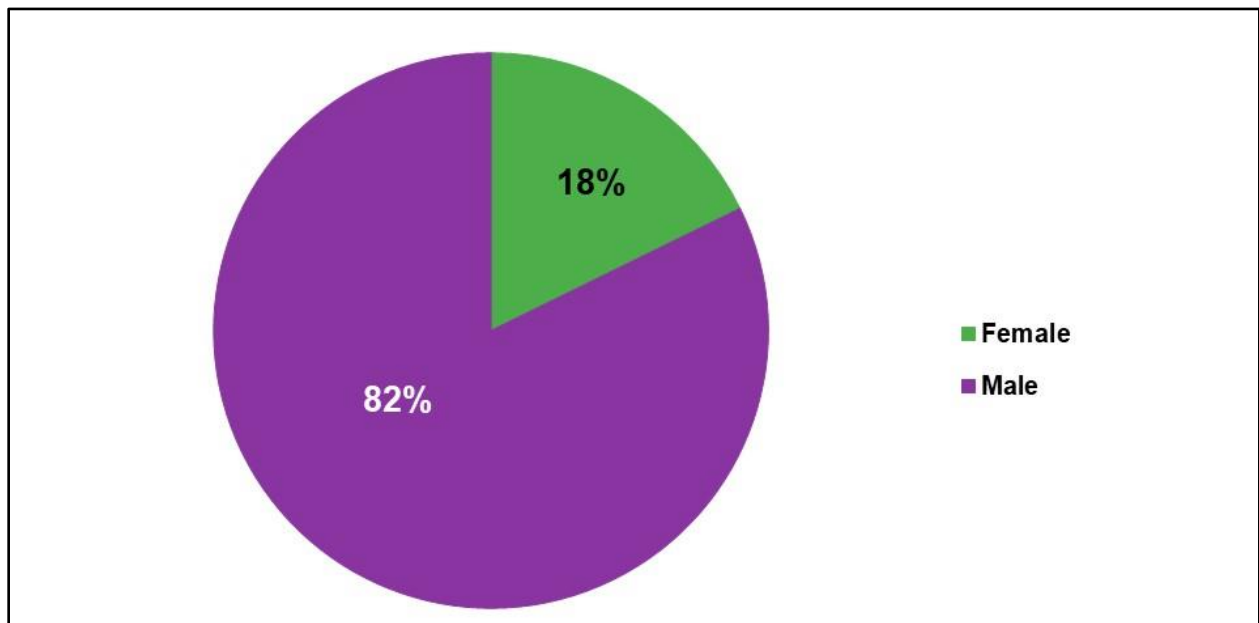
²¹ The FY mismatch between PSB-CY MDT activation date and case creation date is an artifact of the PSB-CY Information System. The case created date references when a case was created within the system and does not necessarily correspond to when the case management process was initiated outside of the system. In contrast, the PSB-CY MDT date is the actual date an MDT meeting was held. Hence, a PSB-CY MDT meeting could be held late in FY 2023, and the associated case may not have been created in the PSB-CY Information System until early in FY 2024.

Exhibiting Children and Youth Involved in Incidents Categorized as Problematic

This section describes characteristics of children and youth who exhibited sexual behavior and were involved in reports or allegations of PSB-CY categorized as problematic, using the NCRT. In addition, this section includes information on cases created and MDTs convened in support of these children and youth who exhibited sexual behavior.

In FY 2023, there were 417 unique exhibiting children and youth involved in incidents of PSB-CY that were categorized as problematic, using the NCRT. As shown in Figure 12, the majority of exhibiting children and youth involved in these problematic incidents were male (82 percent male vs. 18 percent female).²²

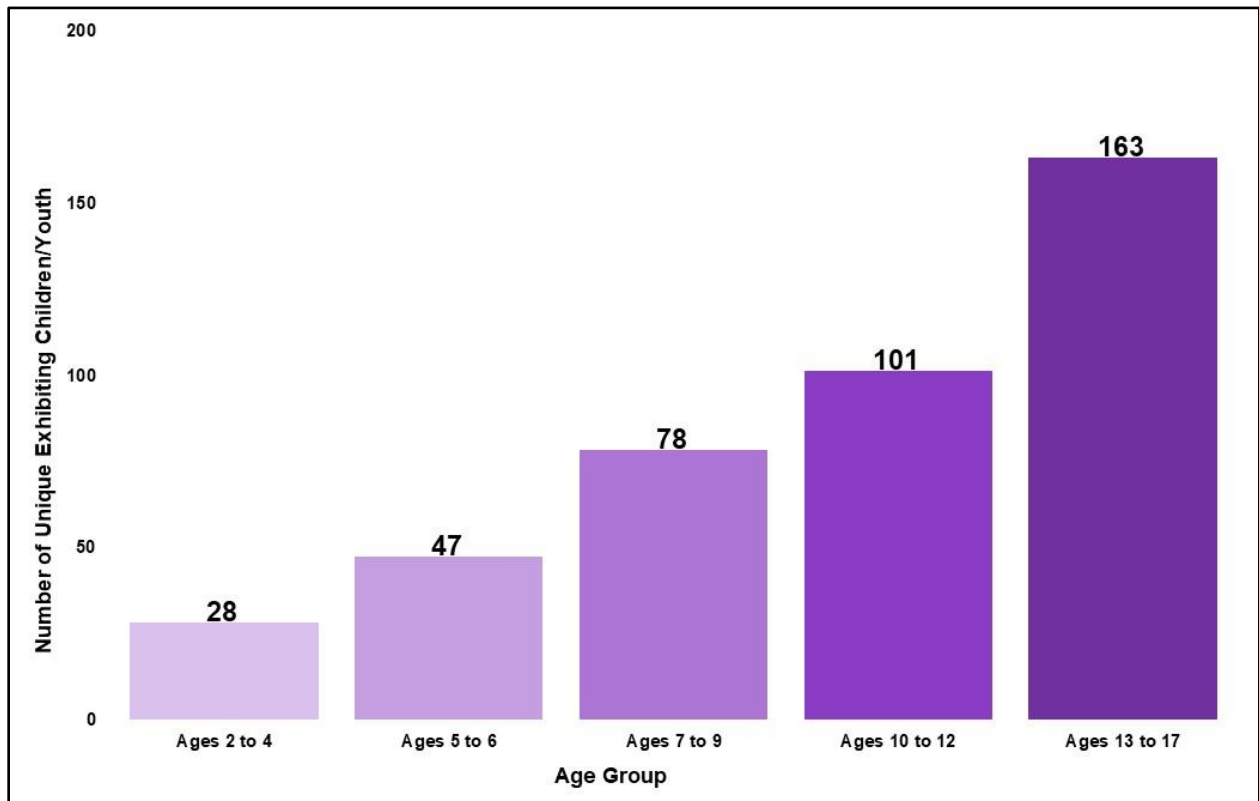
Figure 12. Gender of Unique Exhibiting Children and Youth Involved in Incidents Categorized as Problematic (FY 2023)



²² There were no exhibiting children and youth who identified as other gender or whose gender was unknown involved in these PSB-CY incidents categorized as problematic.

Figure 13 shows the age distribution of exhibiting children and youth involved in reports or allegations of PSB-CY that were categorized as problematic using the NCRT. Nearly two-fifths of the exhibiting children and youth involved in these problematic incidents were ages 13-17 (39.1 percent), nearly one-quarter were ages 10-12 (24.2 percent), and nearly one-fifth were ages 7-9 (18.7 percent). A smaller proportion of exhibiting children and youth in these problematic incidents were ages 5-6 (11.3 percent) or ages 2-4 (6.7 percent).²³

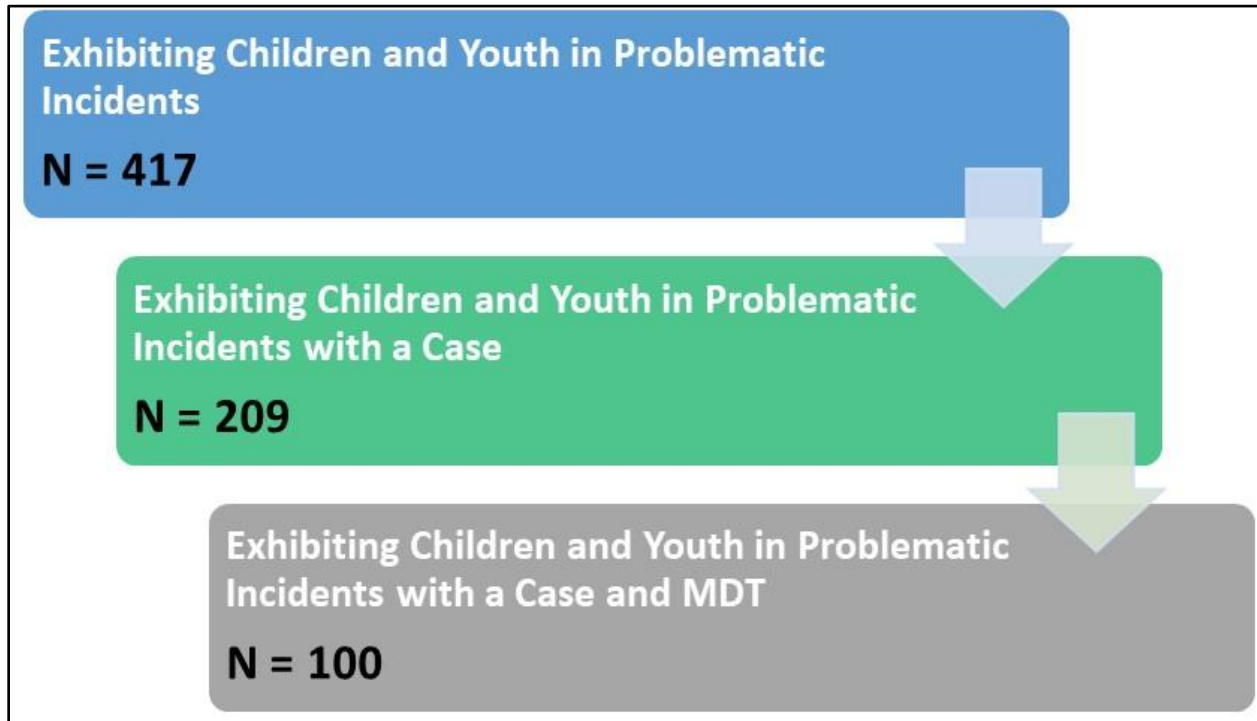
Figure 13. Unique Exhibiting Children and Youth Involved in Incidents Categorized as Problematic by Age Group (FY 2023)



²³ The youngest age group for exhibiting children is ages 2-4. The PSB-CY NCRT is not designed for use with children younger than age 2.

Figure 14 shows the number of PSB-CY cases created and MDTs activated in FY 2023 in support of unique exhibiting children and youth involved in incidents categorized as problematic using the NCRT. Of the 417 unique exhibiting children and youth involved in these incidents categorized as problematic in FY 2023, 209 had an associated case created in FY 2023.²⁴ One hundred MDTs were activated in support of the 209 cases created in FY 2023.²⁵

Figure 14. Case and MDT Status for Unique Exhibiting Children and Youth Involved in Incidents Categorized as Problematic (FY 2023)



Note. Cases created outside of the reporting period and MDTs activated that were not associated with a FY 2023 case were excluded from the graph.

²⁴ One exhibiting child or youth involved in a problematic incident had a case created in FY 2022, and five exhibiting children and youth had a case created within the first month of FY 2024. These cases were excluded from Figure 14, as the case creation date fell outside of the FY 2023 reporting period.

²⁵ Five MDTs activated in support of exhibiting child and youth involved in problematic incidents in FY 2023 were not associated with a case created during the reporting period. Those five MDTs were excluded from Figure 14.

4. PROGRAM AND POLICY IMPLICATIONS

Overview of Key Findings

This report provides baseline information on reports or allegations of PSB-CY made to FAP and documented in the PSB-CY Information System in FY 2023. Fiscal Year 2023 was the first full fiscal year of implementation of the PSB-CY NCRT and the PSB-CY Information System within the Department. Findings from this report underscore the importance of a collaborative, multifaceted, multidisciplinary response to harmful behaviors between children and youth. Findings also highlight opportunities for policy refinement and improved alignment between policy and practice.

Child- and youth-servicing organizations are central to the reporting of and initial response to allegations of PSB-CY, as they were the most frequent referral sources for PSB-CY. In addition, DoDEA schools and activities, and child development/youth programs and activities were the most frequent location of occurrence of reported incidents. These findings are expected—corresponding to where children and youth are concentrated on military installations. However, the findings also demonstrate the importance of robust, high-quality, role-specific training to ensure that front-line DoD professionals are equipped to support children, youth, and their families affected by sexual behaviors on military installations.

Males were more likely to exhibit sexual behavior in comparison to females and other gender, regardless of how reported incidents was categorized using the PSB-CY NCRT. Although the age distributions of children and youth involved in reports or allegations of PSB-CY were similar regardless of the role they played in reported incidents overall, a distinct difference emerged in the age distribution of exhibiting children and youth involved in incidents categorized as problematic. Specifically, exhibiting children and youth involved in incidents categorized as problematic were more likely to be male, and they were more likely to be in the oldest age group (ages 13-17) in comparison to children and youth involved in normative, cautionary, or problematic reports or allegations of PSB-CY, overall. These findings underscore the continued need for targeted, developmentally-attuned responses to PSB-CY that take gender into consideration.

Approximately 50 percent of exhibiting children and youth involved in incidents categorized as problematic had an accompanying case within the PSB-CY Information System. The policy expectation is that 100 percent of these children and youth have an accompanying case.²⁶ Similarly, slightly less than 25 percent of exhibiting children and youth involved in incidents categorized as problematic had an MDT activated on their behalf in comparison to the policy expectation of 100 percent. These findings represent a gap between policy and practice and an opportunity for policy clarification and enhanced training.

²⁶ DoDI 6400.10, December 30, 2021.

Lastly, there is known underusage of the PSB-CY Information System, with one Military Service yet to achieve the implementation benchmark of 95 percent of its installation FAPs with at least one active user in the system. This lack of full implementation impedes the Department's ability to comprehensively describe reports or allegations of PSB-CY on military installations. It also skews the distribution of reported incidents by NCRT category. The Department is currently clarifying policy to address this issue.

Conclusion

The Department of Defense is steadfast in its commitment to address PSB-CY through a multifaceted approach rooted in collaboration, policy, and data-driven interventions. Establishing trauma-informed responses, understanding the importance of standardized procedures, and recognizing the pivotal role of multidisciplinary teams in coordinating comprehensive care have emerged as essential components of an effective response to PSB-CY. Through initiatives such as the PSB-CY NCRT and the PSB-CY Information System, the Department continues to prioritize the well-being of military families and their children while ensuring stringent data security measures. This comprehensive effort reflects a culture of continuous improvement and underscores the Department's dedication to safeguarding the welfare of its personnel and communities.