

# **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 2024**

**October 2025**

The estimated cost of this report or study for the Department of Defense is approximately \$112,000 in Fiscal Years 2025 - 2026. This includes \$103,000 in expenses and \$8,970 in DoD labor.

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## List of Acronyms

<b>CYA</b>	Child and Youth Advocacy
<b>CYP</b>	Child and Youth Programs
<b>DoD</b>	Department of Defense
<b>DoDEA</b>	Department of Defense Education Activity
<b>DoDI</b>	Department of Defense Instruction
<b>DoDM</b>	Department of Defense Manual
<b>FAP</b>	Family Advocacy Program
<b>FY</b>	Fiscal Year
<b>MCIO</b>	Military Criminal Investigative Organization
<b>MDT</b>	Multidisciplinary Team
<b>OJJDP</b>	Office of Juvenile Justice and Delinquency Prevention
<b>NDAA</b>	National Defense Authorization Act
<b>NCRT</b>	Non-clinical Referral Tool
<b>OSD</b>	Office of the Secretary of Defense
<b>PSB</b>	Problematic Sexual Behavior
<b>PSB-CY</b>	Problematic Sexual Behavior in Children and Youth
<b>PSB-CY IS</b>	Problematic Sexual Behavior in Children and Youth Information System

## Executive Summary

This report summarizes the problematic sexual behavior in children and youth (PSB-CY) reports or allegations made to the Family Advocacy Program (FAP) in Fiscal Year (FY) 2024, as required by section 549B of the William M. (Mac) Thornberry NDAA for FY 2021 (Public Law 116-283). This is the second annual report of PSB-CY to date.

In FY 2024, there were 1,141 reports or allegations of PSB-CY made to FAP. Among these reports or allegations, referred to as incidents in the PSB-CY Information System (PSB-CY IS) and through the rest of this summary, 17.4 percent were categorized as normative, 39.7 percent were categorized as cautionary, and 42.9 percent were categorized as problematic according to the policy required Non-clinical Referral Tool (NCRT). Most reports were received from military child and youth serving organizations, including DoDEA (40.1 percent) and child development centers (27.0 percent).

Several patterns emerged when examining the sex and age of children associated with the reports or allegations of PSB-CY in 2024. In particular, male youth were more likely to exhibit PSB-CY in comparison to female youth, regardless of the type of incidents noted on the 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 children and youth who exhibited sexual behavior in incidents categorized as problematic such that they are more likely to be in the oldest group (male ages 13 – 17). These findings underscore the continued need for targeted, developmentally attuned responses to PSB-CY that take sex and age into consideration.

Slightly more than 50 percent of unique children and youth who exhibited problematic sexual behavior had an accompanying case opened or reopened in the PSB-CY Information System (IS) during FY 2024. The policy expectation is that 100 percent of these children and youth have an accompanying case in the PSB-CY IS regardless of whether the case is newly created or reopened due to prior involvement of a child noted in the system. Similarly, slightly more than 32 percent of unique children and youth who exhibited problematic sexual behavior had a multidisciplinary team (MDT) activated on their behalf in comparison to the policy expectation that an MDT will be activated for all reported incidents of problematic sexual behavior. These findings indicate a gap between policy and practice highlighting an opportunity for policy clarification and enhanced training to ensure full compliance such that any children involved get the support they need.

Lastly, there continues to be inconsistent use and implementation of the PSB-CY IS, particularly for documenting normative sexual behavior as required by policy when the NCRT is completed. This inconsistent implementation impedes the Department's ability to collect comprehensive data on reports or allegations of PSB-CY and examine trends over time. Full utilization of the PSB-CY IS as the only approved system in which to document all reports or allegations of PSB-CY is critical to accurate reporting and evaluation of policy and program effectiveness over time.

# 1. INTRODUCTION

This report presents the FY 2024 incident and case data from the problematic sexual behavior in children and youth (PSB-CY) Information System (PSB-CY IS), as required by section 549B of the William M. (Mac) Thornberry NDAA for FY 2021 (Public Law 116-283). This is the second annual report of information on reports or allegations of PSB-CY made to the Family Advocacy Program (FAP) and documented in the PSB-CY Information System (PSB-CY IS) which the Department began implementing in FY 2023.<sup>1</sup> Using aggregated data from the PSB-CY IS, this report offers an overview of sexual behavior incidents and cases documented by Military Service Family Advocacy Program (FAP) end-users (Army, Navy, Marine Corps, and Air Force)<sup>2</sup> for FY 2024 (October 1, 2023 through September 30, 2024).<sup>3</sup> 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.

This report provides:

- 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 IS;
- a summary of the findings from an analysis of FY 2024 data from the PSB-CY IS; and
- an overview of potential implications for current and future policy and program initiatives.

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<sup>1</sup> Due to inconsistent use and implementation of the PSB-CY IS throughout the Department during FY 2024, the number of incidents of PSB-CY categorized as normative remains underreported as noted in the FY 2023 report.

<sup>2</sup> In FY 2024, Space Force data were reported within Air Force data.

<sup>3</sup> Due to continued inconsistent use and implementation of the PSB-CY IS during FY 2024, the Department is unable to trend across fiscal years until full and consistent implementation of the PSB-CY IS and reliable data production are achieved.

## 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.<sup>4</sup> To facilitate this initiative, the Department formed an OSD-level multidisciplinary working group to analyze 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.

OSD also established a Headquarters Military Service working group to align Military Service-specific policy and standardize guidance, partnered with subject matter experts, academics, and federal personnel within the Office of Juvenile Justice and Delinquency Prevention (OJJDP), and reissued policy officially expanding FAP's scope to serve as the PSB-CY reporting point of contact for the coordination of a multifaceted, multidisciplinary team,<sup>5</sup> and assigning responsibilities and prescribe standardized procedures for FAP's response to PSB-CY.<sup>6</sup>

Finally, the Department established Child and Youth Advocacy (CYA) under Military Community Advocacy as the policy proponent for PSB-CY which led to the publication of PSB-CY-specific policy,<sup>7</sup> the deployment of the PSB-CY IS, and the development, publication, and phased implementation of the PSB-CY Non-Clinical Referral Tool (NCRT) which was published as DD Form 3179 in January 2022. As of publication, the plan is in its final phase of implementation.

### 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 using the PSB-CY NCRT. DoD defines PSB-CY as:

“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.”<sup>8</sup>

Supporting children and youth who exhibit or are impacted by problematic sexual behavior

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<sup>4</sup> Within the legislation, PSB-CY is referred to as “juvenile-on-juvenile problematic sexual behavior.”

<sup>5</sup> Department of Defense Instruction (DoDI) 6400.01, “Family Advocacy Program (FAP),” May 1, 2019.

<sup>6</sup> Department of Defense Manual (DoDM) 6400.01, Volume 1, “Family Advocacy Program (FAP): FAP Standards,” July 22, 2019.

<sup>7</sup> DoDI 6400.10, “DoD Coordinated Community Response to Problematic Sexual Behavior in Children and Youth,” December 30, 2021.

<sup>8</sup> DoDI 6400.01, May 1, 2019.

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 addressing PSB-CY differently than adult-initiated sexual behaviors with children.

Through working groups and 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 at the University of Oklahoma Health Sciences Center, through an interagency agreement with the OJJDP and the National Child Traumatic Stress Network at the University of California – Los Angeles, 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 – Consists of 12 comprehensive trainings tailored to meet the needs of each PSB-CY MDT member agency;
- OneOp – A tool consisting of 15 webinars on focused PSB-CY topics, four courses for clinical providers, two podcast episodes, and a blog;
- Virtual Lab School – Nine modules for CYP and DoDEA personnel focuses on managing challenging behaviors;
- United States Army Military Police School (USAMPS) – Three separate trainings have been provided via USAMPS: 1) An in-person MDT course for MDT partners on their role in the MDT process, 2) A partnership with the National Center on the Sexual Behavior of Youth which trains clinicians on two different treatment modalities, Trauma Focused Cognitive Behavioral Therapy (TF-CBT) (for impacted children) and Problematic Sexual Behavior Cognitive Behavioral Therapy (PSB-CBT) (for children exhibiting PSB) through a learning collaborative in partnership with OJJDP; and
- Military OneSource – 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, and it is also made available directly to FAP staff through the Resource Center within the PSB-CY IS. The Airtable and the Resource Center have direct links to each training, a list of continuing education units offered, downloadable and printable flyers, and course descriptions.<sup>9</sup> Some of the trainings listed in the Airtable are only accessible to DoD personnel.

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<sup>9</sup> The Airtable can be accessed at:

<https://airtable.com/appYYz9EnWAA12hvF/shrGHhmojoaWRiiO8/tblP8JduiUCIY9jCG>.



## 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 and youth, ranging from normative to cautionary to problematic.<sup>10</sup> Its purpose is twofold: to 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 to guide FAP personnel in determining whether to initiate the PSB-CY MDT.

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, in which participants used the tool and provided feedback during phone interviews. 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 10,000 professionals by June 2024. Phase 4 successfully concluded in September 2024 and consisted of online quarterly learning conversations for end-users facilitated by Pennsylvania State University and supported by CYA.<sup>11</sup> The final phase—Phase 5—commenced in October 2024 and focuses on sustainment efforts, ongoing training initiatives, and provision for refresher training with the programs and agencies that implement the NCRT. Additionally, an online learning module has been developed and launched for the MCIO community to enhance their understanding of the tool and its application in PSB-CY incidents. Phase 5 process improvement efforts are ongoing.

## PSB-CY Information System

The PSB-CY Information System (IS) is the only approved DoD-wide designated case management tool that should be used to document, coordinate, and manage the continuum of care provided to children, youth, and their families to identify, report, respond to, 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 IS 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 and formally authorized to operate 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

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<sup>10</sup> The PSB-CY NCRT is not designed for use with children younger than age 2.

<sup>11</sup> 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>.

Non-Classified Internet Protocol Router Network using role-based authentication linked to the user's DoD Common Access Card.

The PSB-CY IS 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 cybersecurity awareness. The system employs a role-based access control structure using the least privilege concept, 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 who are 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 IS through a carefully planned, phased roll-out plan scheduled for completion over a 12-month period. Currently there are 781 enabled users, with approximately 220 FAP staff using the system at least once in the last 30 days. Overall 93 percent of installations have at least one registered PSB-CY IS user, with three of four services nearing or exceeding the benchmark of having 95 percent of all installations with at least one user, and 75 percent of PSB-CY eligible installations have users that were active in the past 30 days.

## OSD PSB-CY Process

Upon observing or receiving a PSB-CY report or allegation (referred to as an "incident" in the PSB-IS and the remainder of this report), a trained installation professional from DoDEA, CYP,<sup>12</sup> 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 resistant to adult redirection, not typical/expected behavior for the age/developmental level), or problematic. Per policy, if an incident is categorized as problematic, the installation FAP creates a case for the child exhibiting the behavior in the PSB-CY IS (if one does not already exist) and must convene an MDT consisting of MCIO and child and youth servicing program representatives (CYP and DoDEA, when they are the referral source). Although not required by policy, a similar process may be followed for incidents involving children exhibiting sexual behaviors categorized as cautionary, especially in situations where the child exhibiting cautionary sexual behavior may need additional support to ensure behaviors are successfully redirected and appropriate services are provided as required by DoDI 6400.10. Additional stakeholder agencies participate in the MDT, as appropriate. The Department does not create cases or convene MDTs for incidents that the NCRT identifies as normative. The Department generally creates cases for children who have been impacted by problematic sexual behaviors upon request. Finally, if a case already exists for

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<sup>12</sup> CYP personnel include those who work in child development centers, as well as those who work with youth programs.

a child who exhibited or was impacted by problematic or cautionary sexual behavior, all new incidents of PSB-CY should be linked to the existing case rather than creating a new case.

The MDT creates safety and supervision plans within DoD agencies and programs; 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 support for families. MDTs meet regularly to review the status of cases, and they close cases when community risk factors have been addressed and related services are completed or all efforts to engage the family have failed.

### 3. ANALYSIS

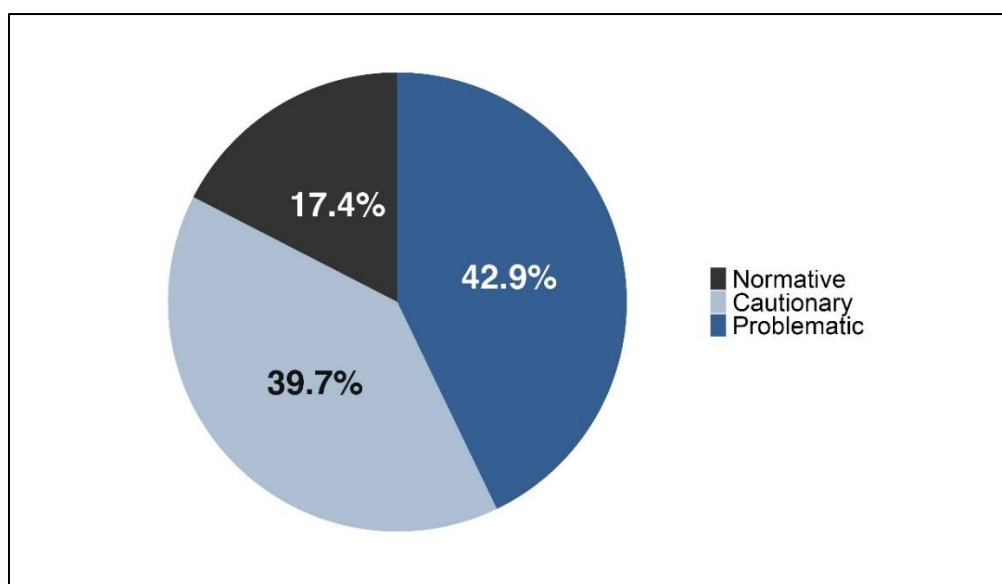
This section discusses incidents of PSB-CY reported to FAP,<sup>13</sup> PSB-CY cases, and MDT meetings documented in the PSB-CY IS which occurred in FY 2024, as well as the characteristics of children and youth involved in these incidents.

#### Incidents of PSB-CY

In FY 2024, there were 1,141 incidents of PSB-CY reported to FAP. Figure 1 shows the distribution of these incidents by NCRT category. Among the 1,141 incidents reported during FY 2024, 17.4 percent were categorized as normative, 39.7 percent were categorized as cautionary, and 42.9 percent were categorized as problematic.

Due to inconsistent use and implementation of the PSB-CY IS throughout the Department during FY 2024, the number of incidents of PSB-CY categorized as normative remains underreported as noted in the FY 2023 report. There are two major impacts of this underreporting. First, the total number of PSB-CY incidents overall is undercounted. Second, the proportion of incidents by NCRT category is skewed, particularly for certain Services which did not routinely document data for normative reports. Specifically, we suspect that the proportion of incidents categorized as normative shown in Figure 1 is lower than it would be had the Department achieved full implementation of the PSB-CY IS. Conversely, we suspect that the proportion of incidents 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 IS. We therefore are unable to trend findings to the previous report until full implementation is achieved which will allow us to accurately monitor trends over time.

**Figure 1. FY 2024 Incidents of PSB-CY by NCRT Category**



<sup>13</sup> For the purposes of this report, “made to FAP” means referred to FAP and documented into the PSB-CY IS.

Incidents 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 proportion of total referred incidents by referral source, as well as counts for each referral source.

Of the 1,141 incidents of PSB-CY reported to FAP in FY 2024, the largest proportion of incident referrals (64.9 percent or 740 referrals) were from military child and youth serving organizations, including DoDEA and child development centers; 11.7 percent (134 incident referrals) were from parents/guardians; 8.5 percent (97 referrals) were from command or military law enforcement; 7.8 percent (89 referrals) were from civilian organizations; 3.7 percent (42 referrals) were from military support programs such as military family life counselors; 2.1 percent (24 referrals) were from military medical; and 1.3 percent (15 referrals) were from community members.

**Figure 2. FY 2024 Incidents of PSB-CY by Referral Source**

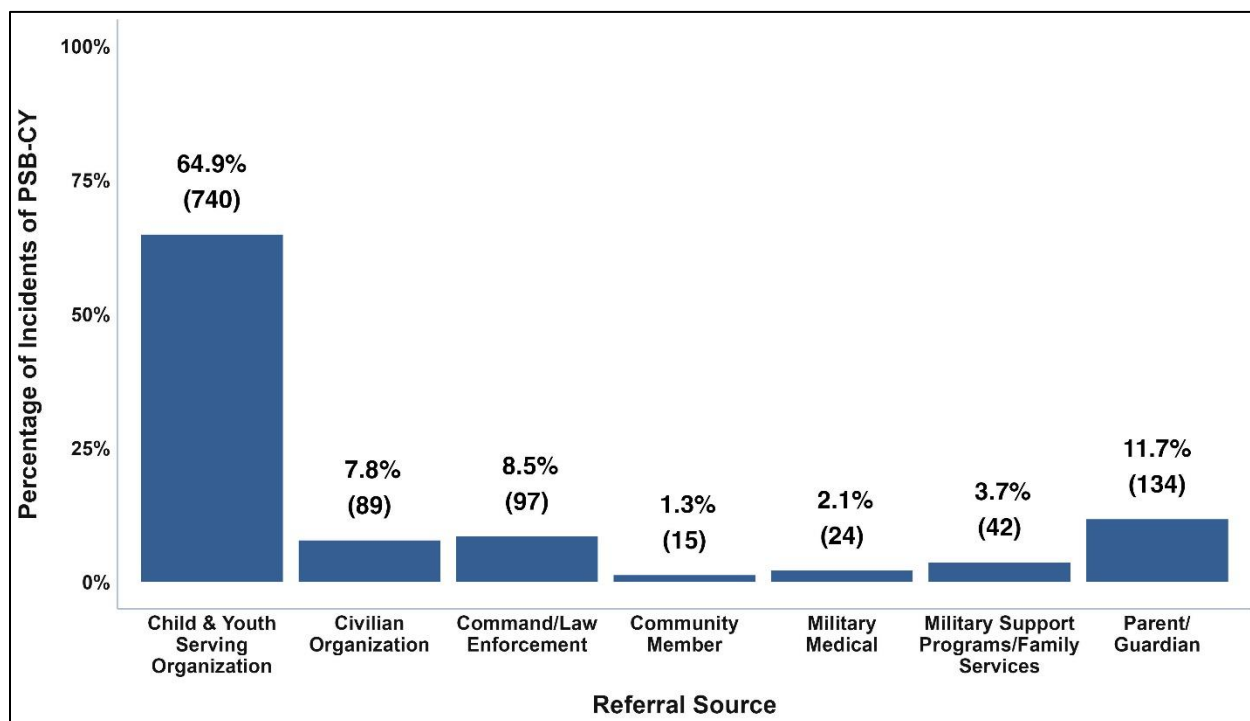
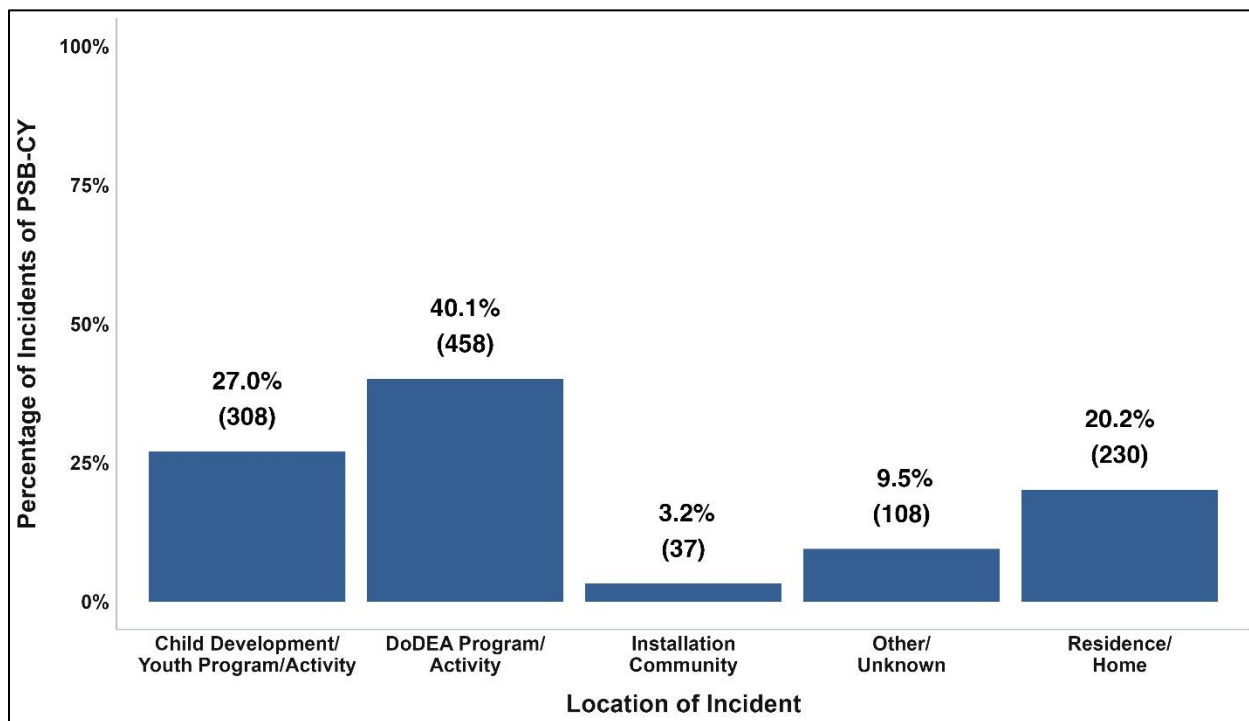


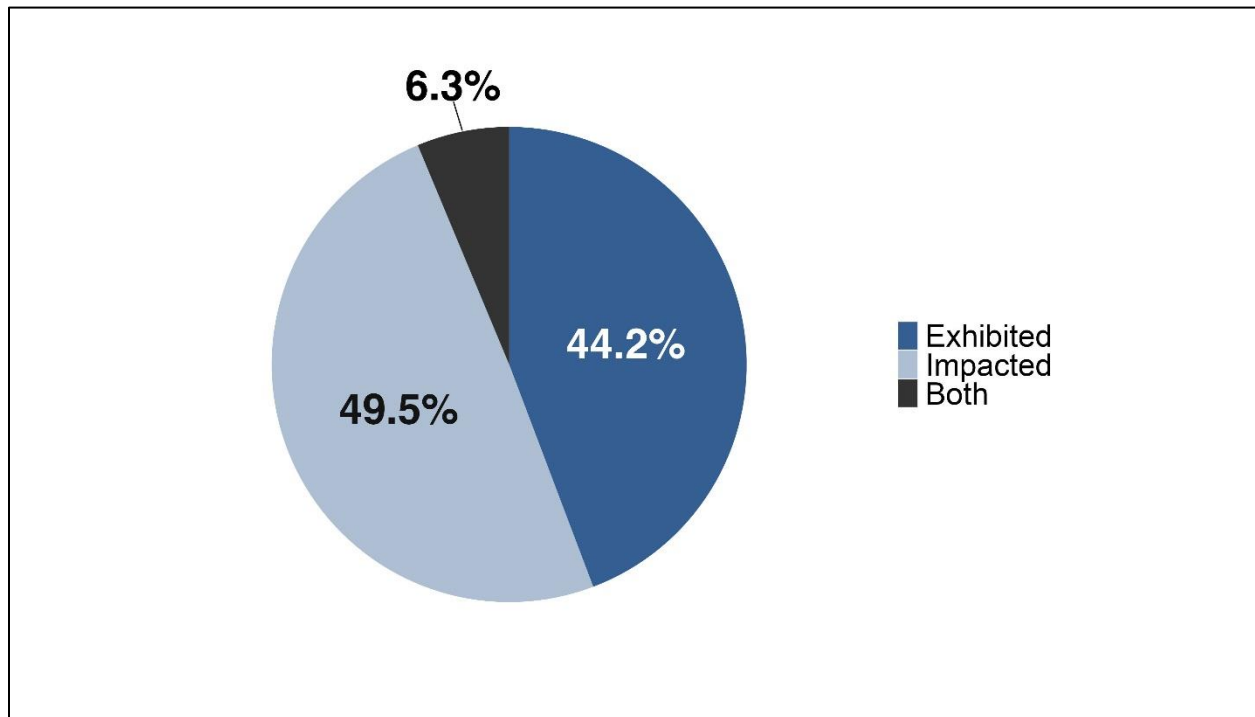
Figure 3 shows the proportion of all PSB-CY incidents that occurred at each location, as well as the number of incidents which occurred at each location. Of the 1,141 PSB-CY incidents recorded in FY 2024, 40.1 percent (458 incidents) occurred in DoDEA programs or activities, 27.0 percent (308 incidents) occurred in military child development or youth programs or activities, 20.2 percent (230 incidents) occurred in residences or homes, 9.5 percent (108 incidents) occurred at other or unknown locations, and 3.2 percent (37 incidents) occurred in places within the installation community.

**Figure 3. FY 2024 Incidents of PSB-CY by Location of Occurrence**



Children and youth involved in incidents 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 PCB-CY incidents in FY 2024 by their involvement. More children and youth were impacted by sexual behavior (49.5 percent) than exhibited sexual behavior (44.2 percent). Another 6.3 percent of children and youth involved in incidents of PSB-CY both exhibited sexual behaviors and were impacted by it.

**Figure 4. FY 2024 Incidents of PSB-CY by the Role of Children and Youth Involved**

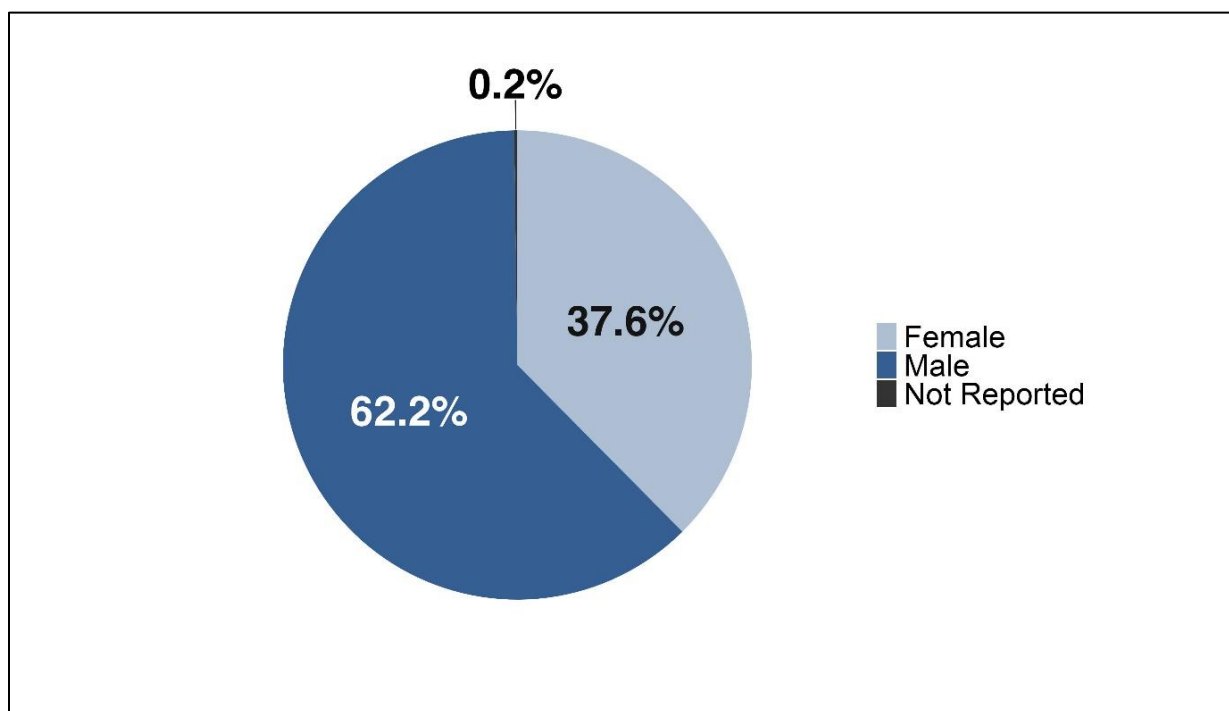


## Profile of Children and Youth Involved in Incidents of PSB-CY

This section describes the characteristics of children and youth involved in incidents of PSB-CY in FY 2024.

There were 1,919 unique<sup>14</sup> children and youth involved in incidents of PSB-CY in FY 2024. Figure 5 shows the sex of unique children and youth involved in these incidents. Overall, 62.2 percent of unique children and youth involved in PSB-CY incidents were male, 37.6 percent were female, and 0.2 percent did not report their sex.

**Figure 5. FY 2024 Sex of Unique Children and Youth Involved in Incidents of PSB-CY**

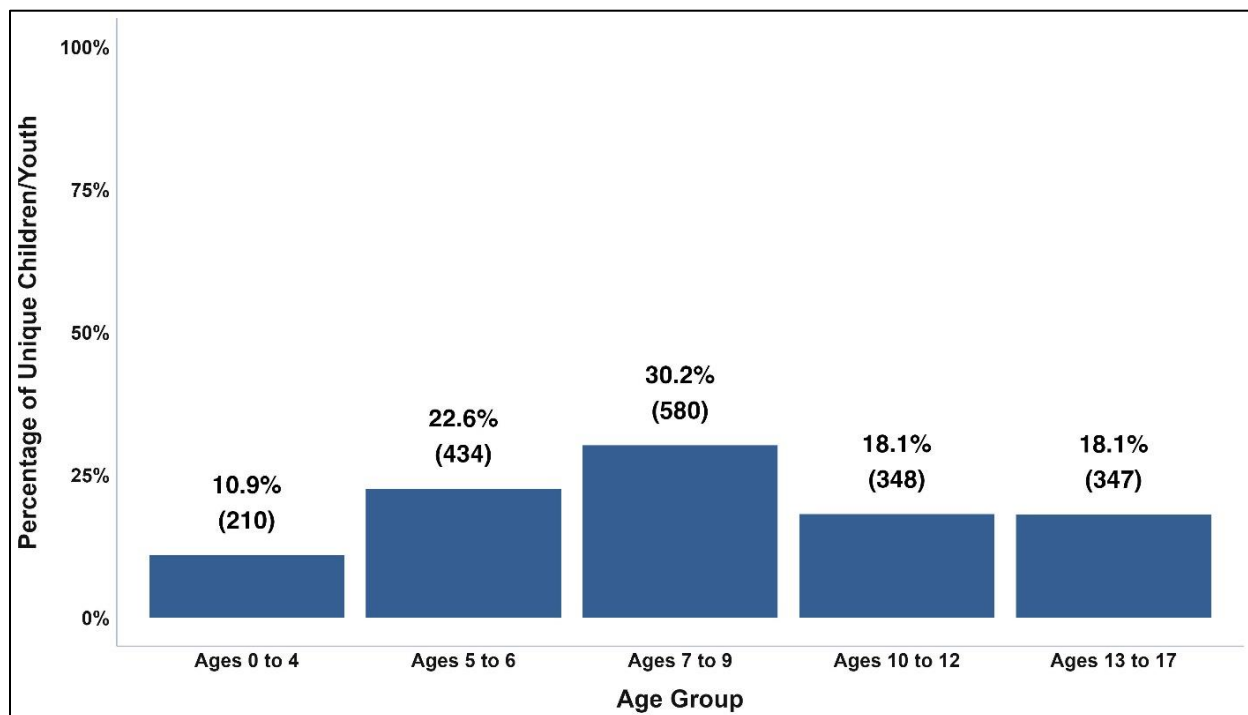


<sup>14</sup> Within this context, unique means that a child or youth is counted only one time, regardless of the number of reports or allegations of PSB-CY in which they were involved or the role they played in the reported incident.



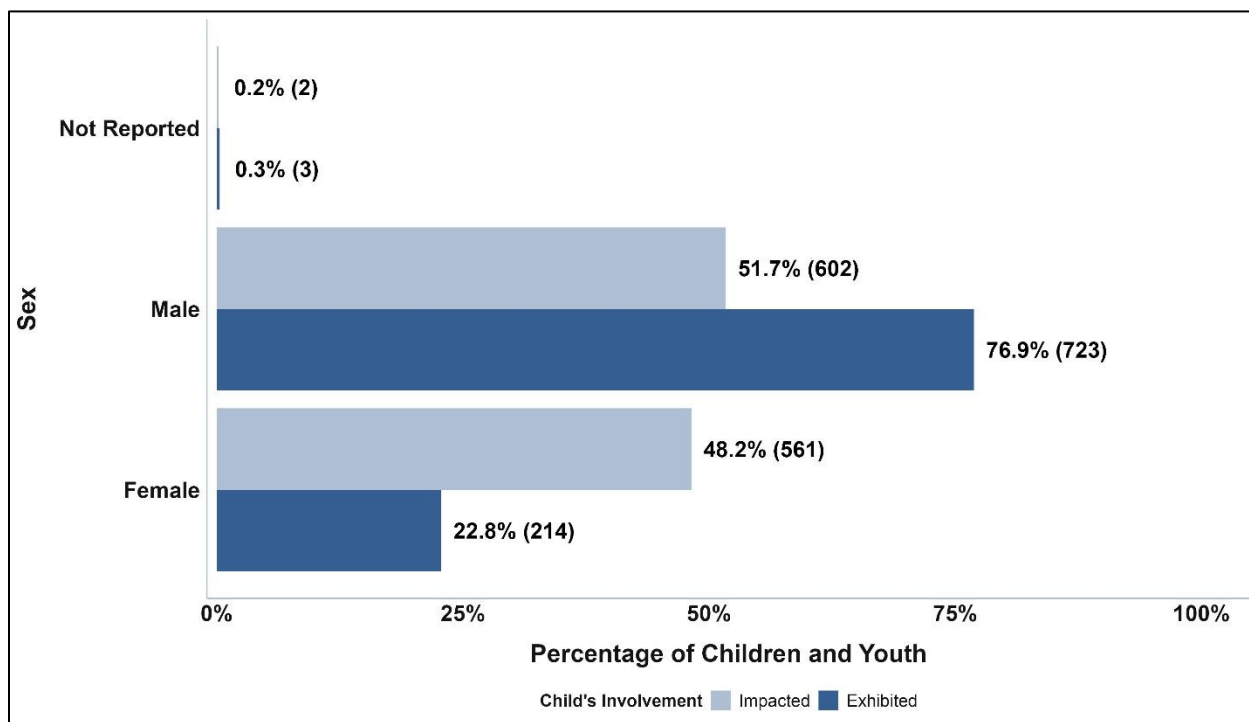
Figure 6 shows the percentage and number of unique children and youth involved in incidents of PSB-CY by age group. Of the 1,919 unique children and youth involved in incidents of sexual behavior, the majority were ages 7 – 9 (30.2 percent, 580 unique individuals) followed by children and youth ages 5 – 6 (22.6 percent, 434 individuals). A nearly equal proportion of unique children and youth involved in these reported incidents were ages 13 – 17 (18.1 percent, 347 individuals) and ages 10 – 12 (18.1 percent, 348 individuals). Fewer children ages 0 – 4 were involved in PSB-CY incidents (10.9 percent, 210 individuals).

**Figure 6. FY 2024 Unique Children and Youth Involved in Incidents of PSB-CY by Age Group (FY 2024)**



While Figure 5 presents the overall sex distribution of unique children and youth involved in PSB-CY incidents during FY 2024, Figure 7 provides a comparison of sex by the children's involvement in PSB-CY incidents. Notable differences emerge when examining the sex of children and youth who exhibited sexual behaviors compared to those who were impacted by them.<sup>15</sup> In particular, a larger proportion of children and youth who exhibited sexual behaviors were male (76.9 percent, 723 individuals) than female (22.8 percent, 214 individuals). In contrast, children and youth impacted by sexual behaviors were more evenly split, with 51.7 percent male (602 individuals) and 48.2 percent female (561 individuals). Children and youth whose sex was not reported comprised the smallest share of incidents, regardless if looking by exhibited and impacted.

**Figure 7. FY 2024 Proportion of Unique Children and Youth in Incidents of PSB-CY by Sex and Involvement**

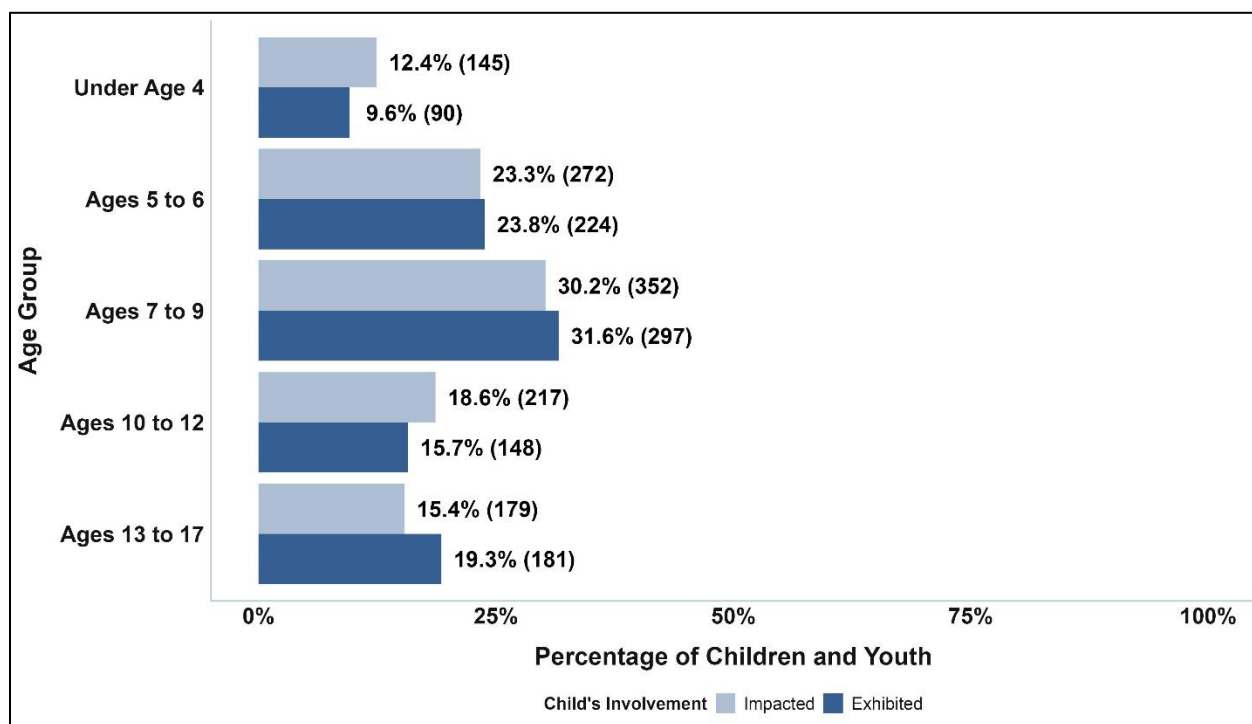


<sup>15</sup> Children and youth who both exhibited sexual behavior and were impacted by sexual behavior were counted in both groups. As a result, when added together, the counts for children and youth who exhibited problematic sexual behavior and those who were impacted by problematic sexual behavior are greater than the total number of unique children and youth involved in PSB-CY reports or allegations overall.

As shown in Figure 8, the age distribution of children and youth in incidents of PSB-CY who exhibited sexual behavior is similar to the age distribution of children and youth who were impacted by sexual behavior.<sup>16</sup> Roughly the same proportion of children ages 7 – 9 involved in these incidents exhibited sexual behavior as were impacted by sexual behavior (31.6 percent, or 297 individuals, exhibited compared to 30.2 percent, or 352 individuals, were impacted). The same pattern holds true for children and youth ages 5 – 6 among whom 23.8 percent (224 individuals) exhibited sexual behavior and 23.3 percent (272 individuals) were impacted by sexual behavior. Children ages 5 – 9 accounted for more than half of all children and youth who exhibited and were impacted in reports or allegations of PSB-CY behavior. In other age groups the proportional difference between children who exhibited and children who were impacted was slightly greater with the most notable difference occurring among children ages 13 – 17 (19.3 percent, or 181 individuals exhibited compared to 15.4 percent, or 179 individuals, who were impacted).

There is also 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 of children who exhibited PSB-CY is ages 2 – 4, while the youngest age group for children impacted by PSB-CY is ages 0 – 4. The PSB-CY NCRT is not designed for use with children younger than age 2.

**Figure 8. FY 2024 Proportion of Children and Youth in Incidents of PSB-CY by Age Group and Involvement**



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

## Non-Normative Incidents 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” which encompasses both cautionary and problematic sexual behaviors.<sup>17</sup> Children and youth involved in incidents of sexual behavior determined to be cautionary using the 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.

Incidents of sexual behavior 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.<sup>18</sup>

Non-normative incidents of cautionary or problematic behaviors require the creation of a case within the PSB-CY IS if one does not already exist for the child who exhibited either non-normative sexual behavior.<sup>19</sup> Cases may also be created for children impacted by non-normative sexual behavior as well.

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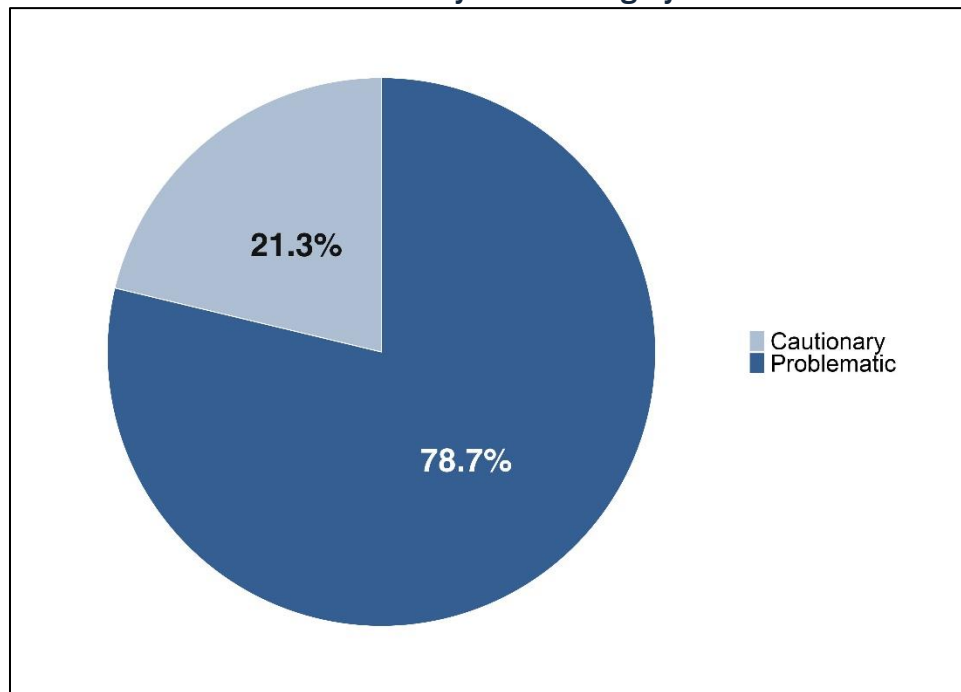
<sup>17</sup> DoDI 6400.10, December 30, 2021.

<sup>18</sup> DoDI 6400.10, December 30, 2021.

<sup>19</sup> Each case within the PSB-CY IS is specific to a single child or youth.

There were 687 new cases created or existing cases reopened<sup>20</sup> during FY 2024 in response to non-normative incidents of sexual behavior.<sup>21</sup> Figure 9 shows the proportion of cases created or reopened in FY 2024 by NCRT category. Of the 687 cases created or reopened, 21.3 percent (146 cases) were categorized as cautionary, and 78.7 percent (541 cases) were categorized as problematic.

**Figure 9. FY 2024 PSB-CY Cases Created or Reopened in Response to Non-Normative Incidents by NCRT Category**



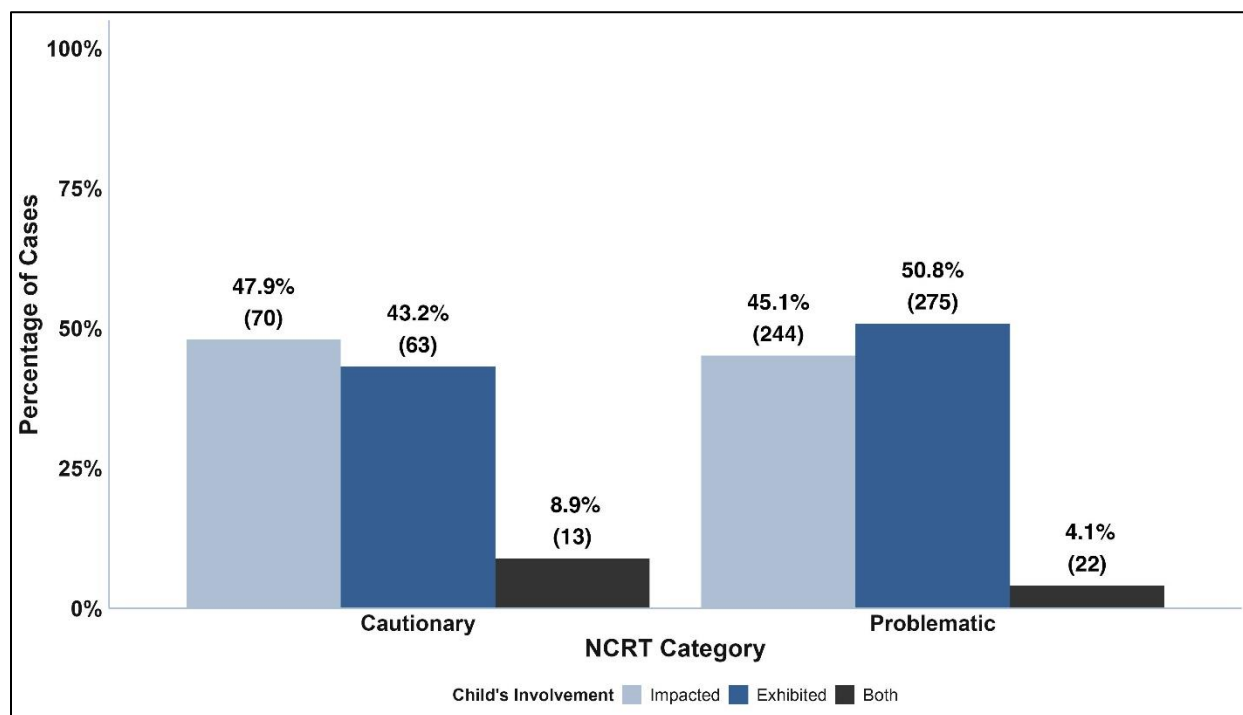
<sup>20</sup> Due to data capture configuration limitations, it was not possible to include data for cases opened prior to FY 2024, were never closed, and had a new cautionary or problematic incident in FY 2024.

<sup>21</sup> New cases are only created when a child does not have an existing case in the PSB-CY IS. As a result, the number of new cases created during a FY may be lower than the total number of incidents that occurred during the same FY.

Figure 10 shows the breakdown of cases created or reopened in FY 2024 by NCRT category and the role of the children and youth involved.

In FY 2024, 50.8 percent of cases created or reopened representing 275 children and youth were created for children who exhibited problematic sexual behavior, 45.1 percent (244 children and youth) of cases were created or reopened for children impacted by problematic sexual behavior, and 4.1 percent (22 children and youth) were created for children and youth who both exhibited and were impacted by problematic sexual behavior. Conversely, 47.9 percent (representing 70 children and youth) of cases were created for children and youth impacted by cautionary sexual behavior, 43.2 percent (63 children and youth) were created for children who exhibited cautionary sexual behavior, and 8.9 percent (13 children and youth) were created for children who both exhibited and were impacted by cautionary sexual behavior.

**Figure 10. FY 2024 Non-Normative PSB-CY Cases Created or Reopened by NCRT Category and Involvement Type**

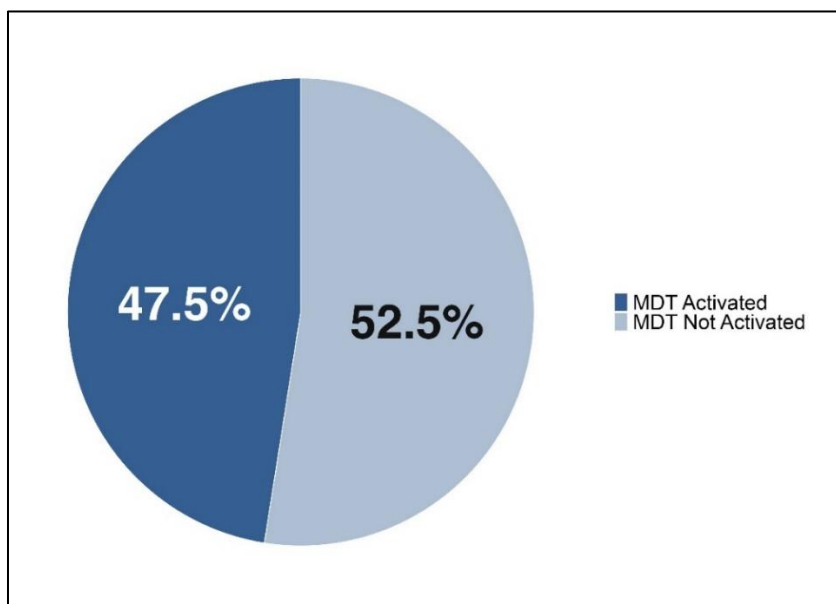


The installation MDT “coordinates a comprehensive, multidisciplinary, trauma-informed response to the needs of children, youth, and families involved in incidents of PSB-CY.”<sup>22</sup> In alignment with DoD policy, installation MDTs should be activated to support children, youth, and families involved in incidents of PSB-CY that have been categorized as problematic.<sup>23</sup> Installation MDTs may also be activated in incidents of cautionary sexual behavior though this is not required by policy.

There were 349 installation-level MDTs activated in FY 2024, holding a total of 698 MDT meetings. Among the MDTs activated in FY 2024, 242 MDTs were activated for new cases of problematic sexual behavior and 477 related meetings were held. The remaining MDTs (34) were activated for cases of cautionary PSB-CY for which 74 meetings were held. Most of these MDTs (276) were activated in support of cases created in FY 2024. The remaining FY 2024 MDTs (73) were activated in support of cases created in FY 2022, FY 2023, or FY 2025.<sup>24</sup>

Figure 11 shows the proportion of problematic cases created in FY 2024 where an accompanying MDT was activated. Among the 687 cases created or reopened in FY 2024, 47.5 percent had at least one associated MDT meeting during the FY.

**Figure 11 FY 2024 Problematic PSB-CY Cases Created or Reopened by MDT Activation Status**



<sup>22</sup> DoDI 6400.10, December 30, 2021.

<sup>23</sup> DoDI 6400.10, December 30, 2021.

<sup>24</sup> The FY mismatch between PSB-CY MDT activation date and case creation date is an artifact of the PSB-CY IS. 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 or when the actual incident occurred. 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 2024, and the associated case may not have been created in the PSB-CY IS until early in FY 2025.

## Characteristics of Children and Youth Who Exhibited Problematic Sexual Behaviors

This section describes characteristics of children and youth who exhibited problematic sexual behavior as categorized using the NCRT. This section also includes information on cases created or reopened and MDTs convened in support of these children and youth who exhibited problematic sexual behaviors.

In FY 2024, there were 421 unique children and youth who exhibited problematic sexual behaviors. As shown in Figure 12, most children and youth who exhibited problematic sexual behaviors were male (79.3 percent male compared to 20.2 percent female). The sex was unknown among 0.5 percent of unique children and youth who exhibited problematic sexual behaviors.

**Figure 12. FY 2024 Sex of Unique Children and Youth Who Exhibited Problematic Sexual Behavior**

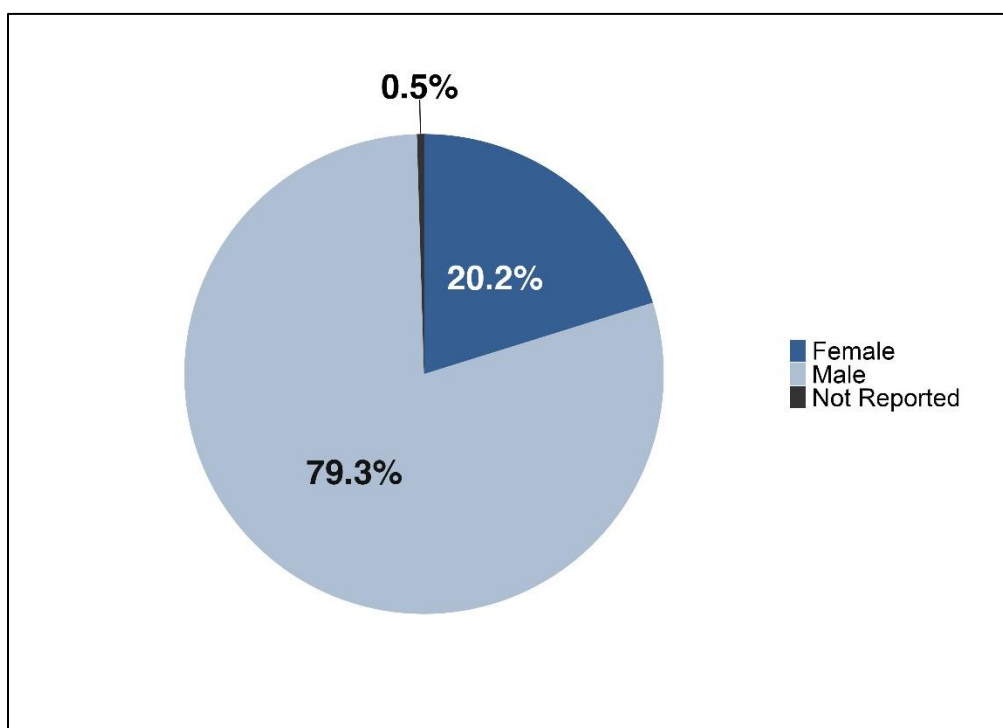
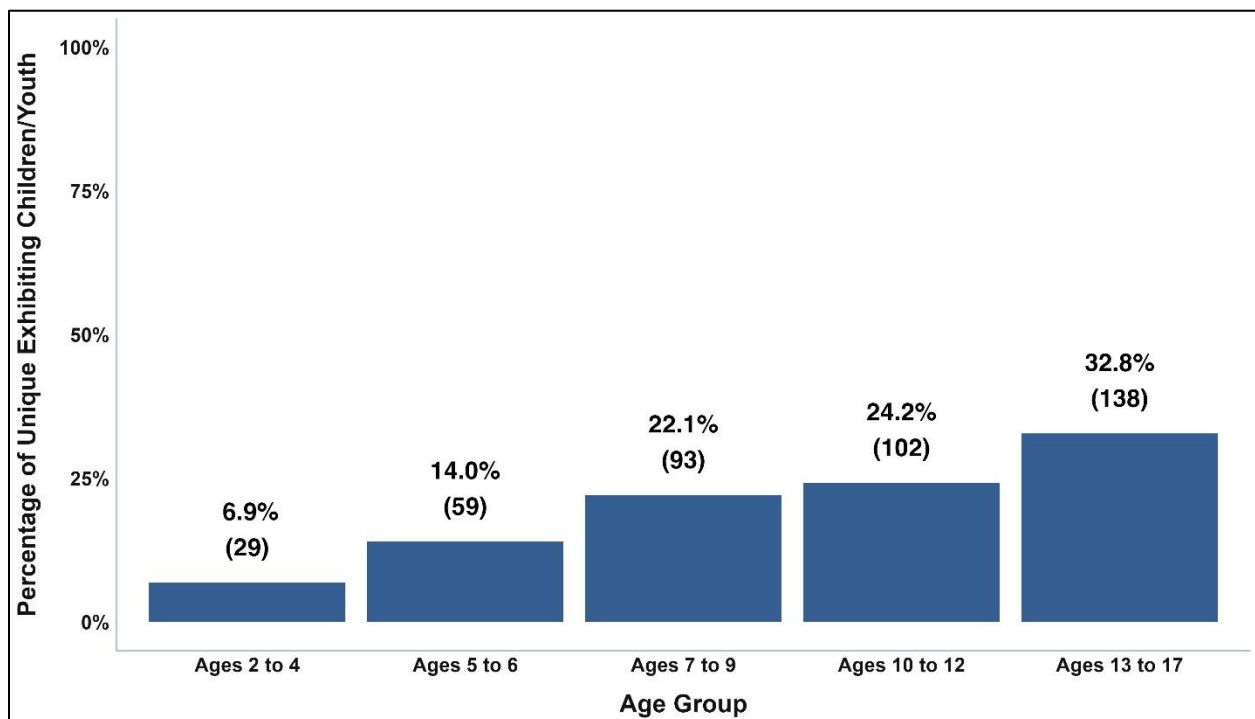




Figure 13 shows the age distribution of unique children and youth who exhibited problematic sexual behaviors. Nearly one-third of the children and youth who exhibited problematic sexual behaviors were ages 13 – 17 (32.8 percent), nearly one-quarter were ages 10 – 12 (24.2 percent), and slightly more than one-fifth were ages 7 – 9 (22.1 percent). A smaller proportion of children and youth who exhibited problematic sexual behaviors were ages 5 – 6 (14.0 percent) or ages 2 – 4 (6.9 percent).<sup>25</sup>

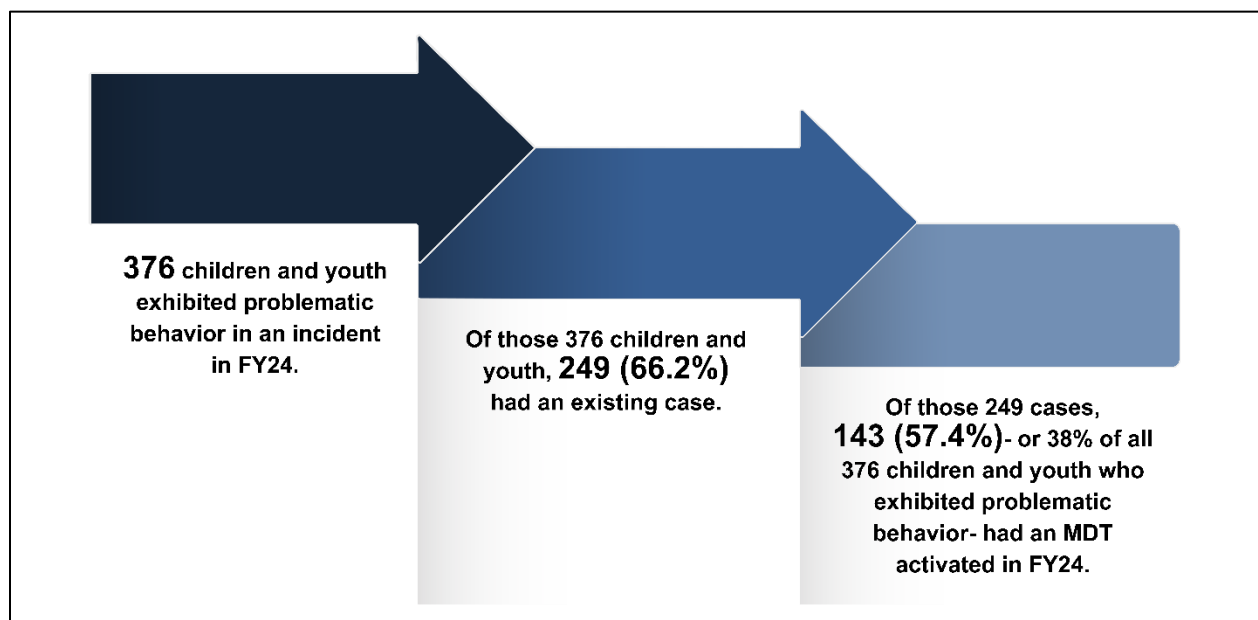
**Figure 13. FY 2024 Unique Children and Youth Who Exhibited Problematic Sexual Behavior by Age Group**



<sup>25</sup> The youngest age group for children who exhibit problematic sexual behavior is ages 2 – 4. The NCRT is not designed for use with children younger than age 2.

Figure 14 shows the number of cases created or reopened and MDTs activated in FY 2024 in support of unique children and youth who exhibited problematic sexual behavior based on the NCRT. Of the 376 unique children and youth who exhibited problematic sexual behaviors in FY 2024, 249 children and youth, or 66.2 percent of all unique children and youth who exhibited problematic sexual behavior, had a case created or reopened in FY 2024. There were 143 MDTs activated in support of the 249 cases created or reopened in FY 2024, which means that MDTs were activated in connection with 57.4 percent of cases created or reopened and for 38 percent of unique children and youth who exhibited sexual behavior in incidents categorized as problematic using the NCRT.

**Figure 14. FY 2024 Case and MDT Status for Unique Children and Youth Who Exhibited Problematic Sexual Behavior**



**Note.** Cases created or reopened outside of the reporting period and MDTs activated that were not associated with a FY 2024 case were excluded from the figure.

## 4. PROGRAM AND POLICY IMPLICATIONS

### Overview of Key Findings

This is the second annual report summarizing information on incidents of PSB-CY reported to FAP and documented in the PSB-CY IS which was fully operational in FY 2023. Due to the continued inconsistent use and implementation of the PSB-CY IS throughout the Department during FY 2024, however, this report provides aggregated data for FY 2024 only rather than trending findings to FY 2023. Once the system is fully utilized consistently, findings can be trended reliably over time to inform policy and programmatic evaluations and decisions. Findings from this report highlight opportunities for improvements in case creation and management processes, increased use of MDTs 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 locations 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 problematic sexual behaviors on military installations.

Male youth were more likely to exhibit sexual behavior in comparison to female youth, regardless of how the NCRT categorized reported incidents. 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 children and youth who exhibited sexual behavior in incidents categorized as problematic. Specifically, children and youth who exhibited sexual behavior 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 all other types of PSB-CY incidents overall. These findings underscore the continued need for targeted, developmentally attuned responses to PSB-CY that take sex and age into consideration.

Slightly more than 66 percent of unique children and youth who exhibited problematic sexual behavior had an accompanying case opened or reopened during FY 2024. The policy expectation is that 100 percent of these children and youth have an accompanying case in the system regardless if the case is newly created or reopened due to prior involvement of a child noted in the PSB-CY IS.<sup>26</sup> Similarly, 38 percent of unique children and youth who exhibited problematic sexual behavior had an MDT activated on their behalf in comparison to the policy expectation that an MDT will be activate for all incidents of problematic sexual behavior. These findings indicate a gap between policy and practice, highlighting an opportunity for policy clarification and enhanced training to ensure full compliance and that the children get the services they should be afforded.

Lastly, although 93 percent of installations DoD-wide have at least one registered PSB-CY IS user, there is known underusage of the PSB-CY IS, with one Military Service yet to achieve the

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<sup>26</sup> DoDI 6400.10, December 30, 2021.

implementation benchmark of 95 percent of its installation FAPs having at least one active user in the system. Moreover, there continues to be underutilization of the PSB-CY for documenting normative sexual behavior as required by policy when the NCRT is completed. This lack of full implementation impedes the Department's ability to comprehensively describe reports or allegations of PSB-CY on military installations, especially cases of normative sexual behaviors which were likely underreported. It also skews the distribution of reported incidents by NCRT category. Full utilization of the PSB-CY IS as the only approved system in which to document all cases of PSB-CY is critical to accurate reporting and evaluation of policy and program effectiveness over time.

## Conclusion

The Department of Defense is steadfast in its commitment to address all incidents of PSB-CY through a multifaceted approach rooted in collaboration, policy, and data-driven interventions. Understanding the importance of standardized procedures and recognizing the pivotal role of multidisciplinary teams in coordinating comprehensive care are essential components of an effective response to PSB-CY. Through the consistent utilization of the NCRT and documentation in the PSB-CY IS, as well as ongoing training of FAP personnel, the Department continues to prioritize the well-being of military families and their children and facilitate the monitoring of the effectiveness of policies and programs over time. This comprehensive effort not only supports healthy families and behaviors, improving retention and readiness while restoring the warrior ethos, it reflects a culture of continuous improvement and underscores the Department's dedication to safeguarding the welfare of its personnel and communities.