Evaluation Report

MILITARY ENVIRONMENT WITH RESPECT TO THE HOMOSEXUAL CONDUCT POLICY

Report No. D-2000-101 March 16, 2000

Office of the Inspector General
Department of Defense

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Acronyms

CONUS	Continental United States

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March 16, 2000

MEMORANDUM FOR SECRETARY OF DEFENSE
DEPUTY SECRETARY OF DEFENSE

SUBJECT: Report on the Military Environment With Respect to the Homosexual Conduct Policy (Report No. D-2000-101)

On December 13, 1999, you tasked the Office of the Inspector General, DoD, to assess the environment with respect to the application of the homosexual conduct policy at representative installations within each Military Department. This report, provided for your information and use, summarizes the results of the surveys that were administered to more than 71,500 active duty Service members.

We appreciate the outstanding cooperation that we received from the Military Departments during this evaluation.

Donald Mancuso
Deputy Inspector General

Office of the Inspector General, DoD

Report No. D-2000-101 **March 16, 2000**
(Project No. D2000LF-0029)

Report on the Military Environment With Respect to the Homosexual Conduct Policy

Executive Summary

Introduction. On December 13, 1999, the Secretary of Defense tasked the Office of the Inspector General, DoD, to assess the environment at representative installations with respect to the application of the homosexual conduct policy that has been in place since 1993 and is commonly referred to as the "Don't Ask, Don't Tell" policy. The Secretary requested that the evaluation include:

- a review of the extent to which the harassment of Service members based on perceived or alleged homosexuality may occur;
- an assessment of the extent to which disparaging speech or expression with respect to sexual orientation may occur; and
- an assessment of the extent to which disparaging speech or expression with respect to sexual orientation is tolerated.

Representatives from the Office of the Inspector General, DoD, surveyed Service members from January 24 through February 11, 2000. We randomly selected 38 installations worldwide. At each location, we surveyed active duty Service members from randomly selected units, and also surveyed active duty Service members assigned to selected Navy ships and submarines homeported in the United States. The survey questionnaires were designed and processed with emphasis on ensuring the anonymity of all respondents. We collected 71,570 usable surveys.

Objectives. The primary objective was to assess the environment within DoD with respect to the application of the homosexual conduct policy. We assessed the extent to which disparaging speech or expression with respect to homosexuality occurred and was tolerated. We also assessed the extent to which harassment of Service members based on perceived or alleged homosexuality occurred and was tolerated. Additionally, we assessed whether Service members had been trained on the homosexual conduct policy and whether they understood the policy.

Results. Regarding the environment at the surveyed locations, 80 percent of the respondents stated they had heard offensive speech, derogatory names, jokes, or remarks about homosexuals in the last 12 months. Eighty-five percent believed such comments were tolerated to some extent. Thirty-seven percent of the Service members

responded that they had witnessed or experienced an event or behavior toward a Service member that they considered to be harassment based on perceived homosexuality. About 5 percent believed that harassment based on perceived homosexuality was tolerated by someone in their installation or ship chain of command, and 10 percent believed it was tolerated by other unit members. About 78 percent of the respondents indicated they would feel free to report harassment of perceived homosexuals. Overall, 97 percent of the respondents believed they had at least some understanding of the homosexual conduct policy. Approximately 57 percent of the respondents stated they had not had training on the policy. Finally, 50 percent of the respondents stated the policy was moderately or very effective at preventing or reducing harassment; 46 percent stated it was slightly or not effective; and 4 percent did not provide a response.

Table of Contents

Executive Summary i

Introduction

Background 1
Limitations 3
Objectives 3

Assessment of the Environment With Respect to the Application of DoD's Homosexual Conduct Policy 4

Appendixes

A. Evaluation Process
Scope and Methodology 19
B. Secretary of Defense Tasking Memorandum 27
C. Homosexual Conduct Policy Survey 28
D. Installations, Ships, and Submarines Surveyed 34
E. Usable Survey Responses by Question 36
F. Frequency of Occurrence of Events or Behaviors Service Members Considered To Be Harassment of Perceived Homosexuals 38
G. Report Distribution 39

Background

On December 13, 1999, the Secretary of Defense tasked the Office of the Inspector General, DoD, to assess the environment at representative installations with respect to the application of the homosexual conduct policy (the Policy). The Secretary requested that the Office of the Inspector General, DoD:

> . . . initiate an assessment of the environment at representative installations that you select within each Military Department with respect to the application of the homosexual conduct policy. This assessment will include a review of the extent to which the harassment of service members based on perceived or alleged homosexuality may occur. The extent to which disparaging speech or expression with respect to sexual orientation occurs or is tolerated should also be assessed as this can undermine good order and discipline. Please provide me with your assessment within 90 days.

The Secretary of Defense memorandum is in Appendix B.

Homosexual Conduct Policy. The DoD homosexual conduct policy has evolved over time in a number of memorandums, DoD directives, and at least one DoD instruction. On January 29, 1993, the Secretary of Defense was tasked by the President to review the DoD policy on homosexuals in the Military. On July 19, 1993, the Secretary of Defense issued a memorandum titled "Policy on Homosexual Conduct in the Armed Forces." The memorandum states:

> The Department of Defense has long held that, as a general rule, homosexuality is incompatible with military service because it interferes with the factors critical to combat effectiveness, including unit morale, unit cohesion and individual privacy. Nevertheless, the Department of Defense also recognizes that individuals with a homosexual orientation have served with distinction in the armed services of the United States.
>
> Therefore, it is the policy of the Department of Defense to judge the suitability of persons to serve in the armed forces on the basis of their conduct. Homosexual conduct will be grounds for separation from the military services. Sexual orientation is considered a personal and private matter, and homosexual orientation is not a bar to service entry or continued service unless manifested by homosexual conduct.

Under the homosexual conduct policy articulated in the memorandum, commonly referred to as "Don't Ask, Don't Tell," applicants for service in the Military are not asked or required to reveal their sexual orientation. The memorandum also states that ". . . [h]arassment or violence against other servicemembers will not be tolerated."

Effective in February 1994, DoD revised or issued new directives, an instruction, and other policy guidance regarding accessions, personnel security investigations, Military training, personnel separations, and criminal investigations.

Subsequent 1997 and 1999 guidance from the Under Secretary of Defense for Personnel and Readiness reiterated the DoD Policy and emphasized the importance of investigating threats against or harassment of Service members on the basis of alleged homosexuality. The guidance reemphasized that commanders can initiate investigations into homosexual conduct only upon receipt of credible information of such conduct. The fact that a Service member reports being threatened because he or she is said or perceived to be a homosexual does not by itself constitute credible information justifying the initiation of an investigation of the threatened Service member.

The authority to initiate inquiries and investigations involving homosexual conduct is limited. Commanders and Defense criminal investigative agencies are not permitted to initiate investigations solely to determine a Service member's sexual orientation. Commanders may initiate inquiries or investigations only when there is credible information that a basis for discharge or disciplinary action exists.

Assessment of the Environment With Respect to the Policy. To assess the environment with respect to the DoD homosexual conduct policy, we developed a survey questionnaire with technical assistance from the Defense Manpower Data Center. The questionnaire is in Appendix C. The survey focused on the occurrence of offensive speech and of events or behaviors considered to be harassment based on perceived homosexuality; the tolerance of such speech, events, or behaviors; and the respondent's understanding and knowledge of the Policy. Many of the survey questions asked respondents about occurrences witnessed or observed during the past 12 months.

To obtain a representative sample of active duty Service members, we randomly selected 38 installations worldwide of varying sizes. Included in the 38 installations were 5 recruit training installations. At the installations, we randomly selected the units to be surveyed. The number of Service members surveyed at each installation varied from about 700 to over 3,000. We also surveyed more than 2,000 Service members assigned to randomly selected Navy ships and submarines. The survey questionnaire was designed to ensure the anonymity of respondents and units. See Appendix A for a discussion of the scope and methodology. The installations, ships, and submarines we surveyed are in Appendix D.

For each unit surveyed, we attempted to obtain 100 percent participation. When less than 100 percent of unit personnel arrived to complete the survey, we required unit or installation management to reconcile and explain the absences. Valid reasons for not attending included leave, deployment, and temporary duty. Reasons such as the Service member was "too busy" were not considered acceptable and the individuals were rescheduled to complete the survey. However, to protect anonymity, our sample was not selected by individual Service member; therefore, we could not ensure 100 percent participation.

Many units made extraordinary efforts to ensure full participation. For example, at one installation, flight schedules were modified to accommodate survey administration. At some installations, individuals on leave prior to discharge from the Military were surveyed. Also, personnel from the Office of

the Inspector General, DoD, made themselves available 24 hours a day to accommodate unit schedules. For example, one team administered surveys on a Saturday night after a snowstorm.

Limitations

The results of the surveys discussed in this report are summarized by Service, pay grade, or gender. The time constraints of the evaluation did not permit further in-depth analysis. In-depth analysis and review may be warranted for certain questions to determine the interrelationships of Service members' perceptions based on Service, pay grade, or gender. Variables such as berthing or housing arrangements, location, unit personnel structure, or Service mission might have impacted the responses. Other limitations regarding the survey results include the following.

- Although Military installations and units were randomly selected from a database provided by the Defense Manpower Data Center, individual survey respondents were not randomly selected. Therefore, the survey results cannot be statistically projected.

- Many of the responses reflect Service members' perceptions, the accuracy of which cannot be validated. Additionally, Service member responses cannot be readily compared to general population surveys because the Policy is unique to the Military and because of the dissimilar age and gender population distributions.

- The number of Service members who acknowledged witnessing a particular type of harassment toward a perceived homosexual and the number of actual harassment incidents are not necessarily the same. For example, a single incident involving a perceived homosexual might have been witnessed by numerous Service members.

- The survey results are descriptive and are not intended to be used for comparative purposes.

Objectives

The primary objective was to assess the environment within DoD with respect to the application of the homosexual conduct policy. Specifically, we assessed the extent to which disparaging speech or expression with respect to homosexuality occurred and was tolerated. We also assessed the extent to which harassment of Service members based on perceived or alleged homosexuality occurred and was tolerated. Additionally, we assessed whether Service members had been trained on the Policy and whether they understood the Policy.

Assessment of the Environment With Respect to the Application of DoD's Homosexual Conduct Policy

Eighty percent of the respondents stated they had heard offensive speech, derogatory names, jokes, or remarks about homosexuals in the last 12 months. Eighty-five percent believed such comments were tolerated to some extent. Thirty-seven percent responded that they had witnessed or experienced an event or behavior toward a Service member that they considered to be harassment based on perceived homosexuality. About 5 percent believed that harassment was tolerated by someone in their installation or ship chain of command, and 10 percent believed that it was tolerated by other unit members. About 78 percent of the respondents indicated they would feel free to report harassment of perceived homosexuals.

Regarding the Policy, 97 percent of the respondents stated they believed they had at least some understanding of the Policy. Approximately 57 percent of the respondents stated they had not had training on the Policy. Fifty percent of the respondents stated the Policy was moderately or very effective at preventing or reducing harassment; 46 percent stated it was slightly or not effective; and 4 percent did not provide a response.

Background

Representatives from the Office of the Inspector General, DoD, surveyed Service members from January 24 through February 11, 2000. The survey was administered to 71,698 Service members. We then mailed the surveys to a contractor, where they were optically scanned and the results provided to the Office of the Inspector General, DoD. Of the 71,698 surveys, 128 were found to be completely blank. As a result, there were 71,570 usable surveys that contained at least one response to at least one survey question.

Of the 71,570 respondents, 84 percent said they were male and 16 percent said they were female. One hundred and twenty individuals did not provide usable responses. In comparison, 86 percent of the total active duty population is male, and 14 percent is female. Of the survey respondents, 85 percent were enlisted and 15 percent were officers; 130 Service members checked multiple pay grades or left the question blank. Figure 1 provides a comparison of the officer and enlisted composition of each Service's active duty end strength with the 71,570 respondents.

Figure 1. Percent of Active Duty End Strength by Service and Percent of Respondents

Service	Percent of Active Duty End Strength[1]	Percent of Respondents[2]
Army	34.6	34.4
Officer	16.4	12.5
Enlisted	83.6	87.5
Navy	26.9	24.2
Officer	14.6	17.2
Enlisted	85.4	82.8
Air Force	26.0	29.1
Officer	19.7	18.7
Enlisted	80.3	81.2
Marine Corps	12.6	12.1
Officer	10.4	7.3
Enlisted	89.6	92.6

[1]As of October 1, 1999.
[2]Percents of respondents may not equal 100 percent because some respondents failed to note their pay grade or Service on the survey questionnaire.

The respondent population percents are roughly comparable with those of the active duty population by Service as well as by enlisted to officer and male to female ratios.

Service members were asked to tell us their pay grade within one of four ranges: Enlisted E-1 to E-4, Enlisted E-5 to E-9, Officer O-1 to O-3 (including Warrant Officer W-1 and W-2), and Officer O-4 to O-10 (including Warrant Officer W-3 to W-5). For purposes of this report, we refer to those four ranges as junior enlisted, senior enlisted, junior officers, and senior officers, respectively.

Unless separately noted in the following sections, Service members at recruit training installations are included in their respective Service summary figures and percents. Additionally, our analysis of the data for the 71,570 usable surveys showed that there were varying numbers of usable survey responses to each survey question (baseline). Many respondents properly skipped questions, as instructed by the survey. Some other respondents may have opted to not answer a question. As a result, some of the results in this report are based on different baselines, depending on the number of respondents who provided usable responses to each question. The baseline for each question is in Appendix E.

The survey consisted of questions related to demographics; occurrences of offensive speech and of events or behaviors considered to be harassment based on perceived homosexuality; the tolerance of such speech, events, or behaviors; and knowledge of the Policy.

Occurrence of Offensive Speech, Derogatory Names, Jokes, or Remarks About Homosexuals

The Secretary of Defense specifically tasked the Office of the Inspector General, DoD, to assess the extent to which disparaging speech or expression with respect to sexual orientation occurred and was tolerated. For the purposes of this section, disparaging speech or expression includes offensive speech, derogatory names, jokes, or remarks, and is referred to as offensive comments. Eighty percent of the respondents had heard offensive comments about homosexuals in the last 12 months. The frequency of occurrence varied. Forty-seven percent of the respondents stated they had heard offensive comments once or twice, or sometimes, in the last 12 months on their installation or ship. Thirty-three percent of the respondents stated they had heard offensive comments often or very often. Respondents could have answered positively to this question without considering the offensive comments to be harassment based on perceived homosexuality.

There were several substantial differences (10 percent or greater) between the Services. Of the Air Force respondents, 23 percent stated that they had heard offensive comments in the last 12 months often or very often. Thirty-two percent of the Navy respondents, 37 percent of the Army respondents, and 45 percent of the Marine Corps respondents stated they had heard offensive comments often or very often. Figure 2 shows responses by Service.

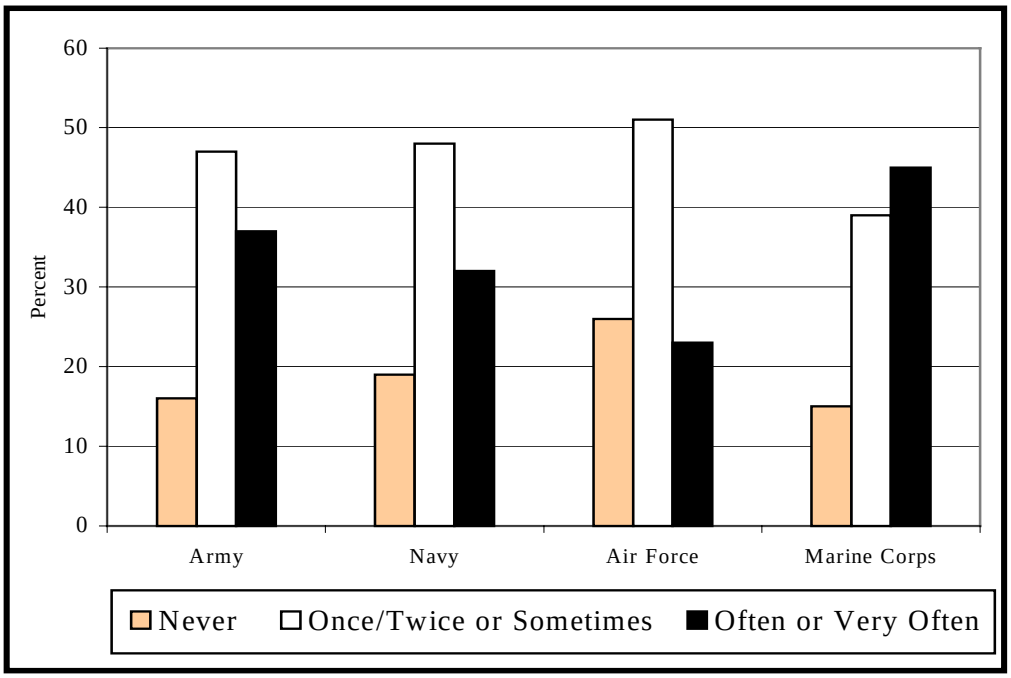


Figure 2. Percent of Respondents, by Service, Who Had Heard Offensive Comments

We further noted substantial differences by pay grade and gender among respondents to this question. For example, 42 percent of the junior enlisted respondents said they heard offensive comments often or very often, while only 10 percent of the senior officers said they heard offensive comments often or very often. Also, 35 percent of the males had heard offensive comments often or very often, while 21 percent of the females had heard offensive comments often or very often.

Because the pay grade and gender mix of respondents differed by Service, those differences may explain some or all of the differences among the Services. For example, 52 percent of the Army respondents and 69 percent of the Marine Corps respondents were junior enlisted; 35 percent of the Navy respondents and 41 percent of the Air Force respondents were junior enlisted. The Marine Corps respondents were 6 percent female; the Air Force respondents were 21 percent female.

Responses on the occurrence of offensive comments could be subjected to further analysis to better understand the interrelationships of Service, pay grade, and gender. Additionally, other variables such as berthing or housing arrangements, geographic location, unit personnel structure, or Service mission might have impacted the responses.

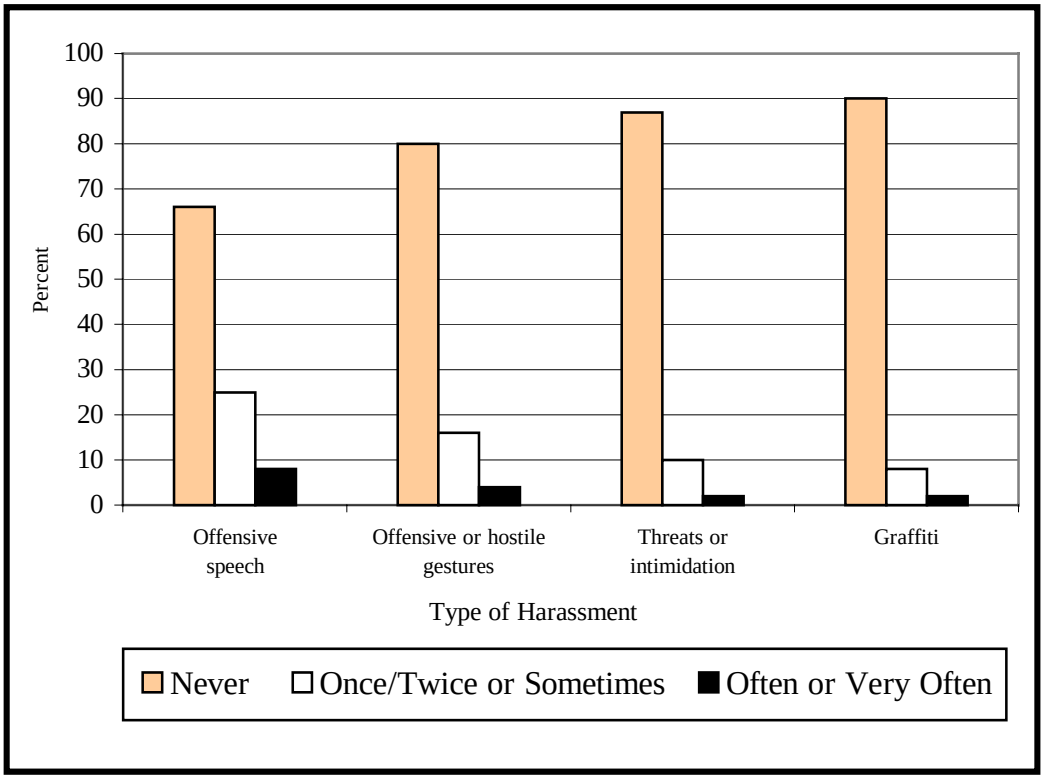
A followup question on offensive comments asked if such comments were tolerated on the Service member's installation or ship. Eighty-five percent of the respondents said comments were tolerated to some extent. The frequency of

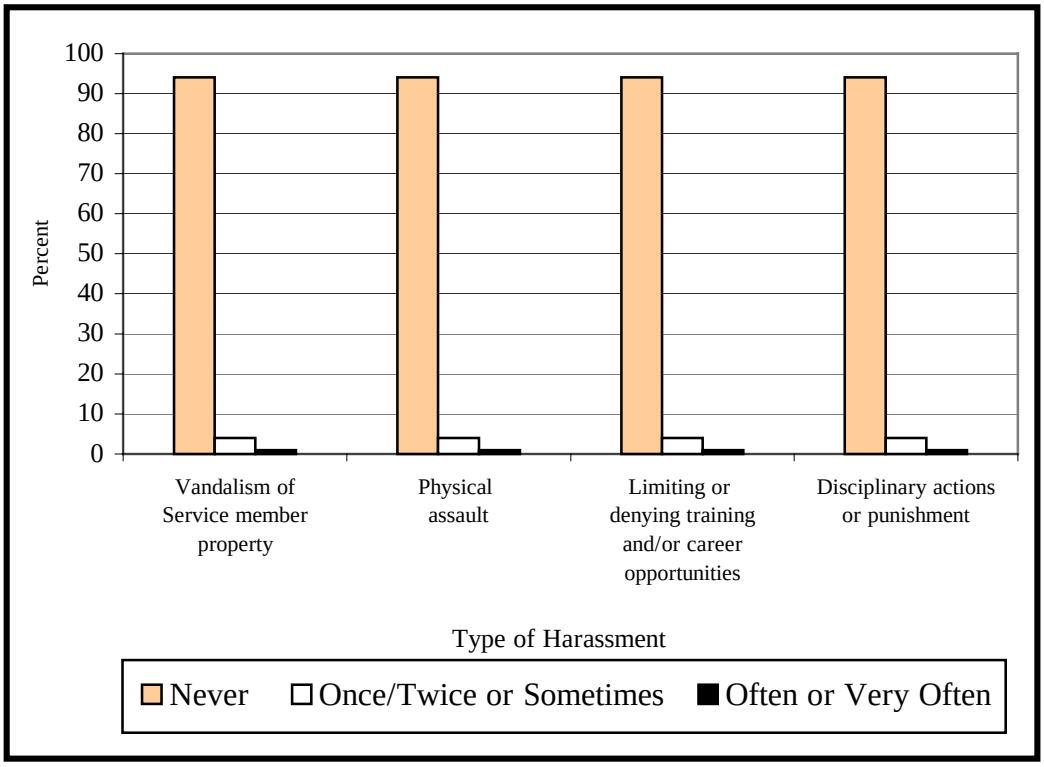
occurrence varied. Twenty-nine percent said they were tolerated to a large or very large extent. Fifteen percent of the respondents said they were not tolerated. A substantially higher percent of senior officers (25.6 percent) stated offensive comments were not tolerated than did junior enlisted (13.4 percent) and junior officers (14.8 percent). We noted a substantial difference between Air Force junior enlisted (27.3 percent) and Marine Corps junior enlisted (39.6 percent) who stated offensive comments were tolerated to a large or very large extent. Similarly, 21.9 percent of Air Force senior enlisted and 34.3 percent of Marine Corps senior enlisted stated that offensive comments were tolerated to a large or very large extent. As with the prior question on who had heard offensive comments, there also was a substantial gender and pay grade difference among those respondents who said offensive comments were tolerated to a large or very large extent. Such differences would require further analysis to determine the interrelationship among the variables.

Occurrence of Harassment

This section discusses Service member responses on types of harassment they might have witnessed or experienced based on perceived homosexuality. In addition, the Service members were asked to select one situation they had witnessed or experienced involving harassment of perceived homosexuals and to answer a series of questions about the situation.

Occurrences of Harassment Based on Perceived Homosexuality. Service members were asked how often, if ever, they had witnessed or experienced events or behaviors they considered to be harassment of perceived homosexuals in the last 12 months. Thirty-seven percent of the Service members responded that they had witnessed or experienced one or more of eight specific events or behaviors toward a Service member that they considered to be harassment based on perceived homosexuality. Figures 3 and 4 show the frequency of occurrence of events and behaviors as stated by the respondents.





Figures 3 and 4. Frequency of Occurrence of Specific Events or Behaviors Considered To Be Harassment

Appendix F provides actual percents, by category, for Figures 3 and 4. The 33 percent of respondents who had heard offensive speech considered to be harassment of a perceived homosexual is lower than the 80 percent who had heard offensive comments about homosexuals in the last 12 months. One possible explanation for that difference is that not all offensive comments heard by Service members were considered to be harassment.

Responses to questions related to offensive speech, offensive gestures, and threats or intimidation differed substantially between the Services. A higher percent of Air Force respondents than one or more of the other Services stated they had not witnessed or experienced those three types of harassment. For example, 76 percent of the Air Force respondents stated they had not witnessed or experienced offensive speech as harassment. The other three Services ranged from 60 percent to 66 percent. As shown in Figures 3 and 4, approximately 5 percent of the respondents had witnessed or experienced harassment toward perceived homosexuals in the form of vandalism (5.1 percent), physical assault (5.3 percent), and limited training and/or career opportunities (5.2 percent). These percents represent frequencies of observations of occurrences and should not be interpreted as frequencies of occurrences, because more than one Service member might have witnessed the same incident of harassment. As with the responses to the other questions, these questions could be subjected to extensive analysis with regard to variables such as Service, pay grade, and gender.

Description of One Situation of Harassment Based on Perceived Homosexuality. Of the 71,570 respondents, about one-third answered some or all of the questions about one situation involving harassment of perceived homosexuals. This series of questions addressed types of harassment; whether the situation was witnessed by someone in the chain of command and whether action was taken; the frequency, duration, and location of the situation; who was harassed and who did the harassing; and whether the harassment was reported.

Types of Harassment. We asked Service members to tell us about a situation involving harassment of perceived homosexuals that they might have witnessed or experienced during the last 12 months that they considered to be the most significant. Figure 5 shows the events or behaviors involved in the most significant situations.

Figure 5. Types of Events or Behaviors Involved in the Most Significant Situations

	Percent*
Offensive speech	88.7
Offensive or hostile gestures	34.7
Threats or intimidation	19.8
Graffiti	15.2
Vandalism of Service member property	7.6
Physical assault	9.0
Limiting or denying training and/or career opportunities	8.9
Disciplinary actions or punishment (for example, being punished for something when others were not)	9.5

*Percent of respondents is calculated on a base of 23,603 Service members.

As with the other occurrence questions, we noted substantial Service and pay grade differences. For example, fewer Air Force members (28 percent) stated their significant situation involved offensive or hostile gestures than Marine Corps members (40 percent). Also, fewer Air Force junior enlisted (16 percent) stated their significant situation involved threats or intimidation than Army junior enlisted (26 percent).

We also noted substantial differences by pay grade for offensive speech and offensive or hostile gestures. Junior enlisted stated their significant situation involved offensive speech (91 percent) or offensive or hostile gestures (40 percent) at a higher rate than did senior officers (74 percent and 13 percent, respectively). Again, additional analysis may explain the interrelationship among Service, pay grade, and other variables.

Harassment Witnessed and Action Taken. Service members were asked whether their one cited situation was witnessed by someone senior to either the person being harassed or the person doing the harassing. Fifty-three percent stated that the situation was not witnessed by anyone senior to the person being harassed or the person doing the harassing. Twenty-two percent stated the situation was witnessed by someone senior, and 25 percent did not know.

The Service members who stated that their cited situation was witnessed by someone senior to either the person being harassed or the person doing the harassing were asked whether the senior person did anything to immediately stop the harassment. Seventy-three percent stated that the senior person did not do anything to immediately stop the harassment.

Frequency, Duration, and Location of the Harassment Situation. Service members were asked a series of questions related to the frequency, duration, and location of the harassment in their cited situation.

Forty-nine percent of the respondents stated that the situation was a one-time occurrence. Forty-two percent of the respondents stated that the situation occurred occasionally. Nine percent stated the situation occurred frequently or almost every day.

Sixty-five percent of the respondents stated that the situation lasted less than a week. Nine percent of the respondents stated that the situation lasted from 1 week to less than 1 month; 12 percent said the situation lasted from 1 month to 6 months; and 14 percent said 6 months or more.

Sixty-one percent stated the situation occurred mostly on a Military installation or ship. Thirty-six percent stated the situation occurred mostly in the local community around an installation.

Pay Grade and Gender of Harassed and Harasser. We asked Service members to tell us the pay grade and gender of the Service member who was harassed and of the Service member who did the harassing in their cited situation.

Seventy-eight percent of respondents stated that enlisted Service members were harassed, 2 percent said officers, and 5 percent said both enlisted and officers were harassed in the cited situation. Fifteen percent stated they didn't know whether the person being harassed was enlisted or officer. Seventy percent of the respondents stated males were harassed; 12 percent stated females were harassed. Eighteen percent stated both males and females were harassed in the cited situation. At recruit training installations, 82 percent of junior enlisted personnel stated males were harassed, 8 percent stated females were harassed, and 10 percent stated both males and females were harassed. It should be noted that the overall active duty population is 86 percent male and 14 percent female. As previously discussed, further analysis may be warranted to determine if the above differences are based on the mix by pay grade or gender.

Seventy-one percent of the respondents said that enlisted Service members did the harassing and 9 percent said officers did the harassing. Seventy-five percent of the respondents said males did the harassing, 5 percent said females, and 20 percent said both males and females. At the recruit training installations, 85 percent of junior enlisted personnel stated males did the harassing, 5 percent stated females did, and 10 percent stated both males and females did the harassing.

Figure 6 provides information about the Service member who did the harassing.

Figure 6. Service Member Who Did the Harassing

	Percent of Respondents
Immediate supervisor	11.1
Unit commander	4.0
Co-worker	61.0
Subordinate	19.2
Enlisted	71.0
Officer	9.1
Unknown	23.0

Reporting of Harassment. Of the respondents who had witnessed or experienced harassment, 16 percent said it had been reported (by responding "yes" to one or more of the categories listed in Figure 7). Respondents were asked whether the harassment was reported to one or more of the five officials or offices as shown in Figure 7.

Figure 7. To Whom Harassment Was Reported

	Percent of Respondents Who Stated:		
Harassment Reported to:	Yes	No	Don't Know
Immediate supervisor of person harassed	10.1	42.7	47.2
Someone else in chain of command of person harassed	8.6	43.3	48.1
Immediate supervisor of the person doing the harassing	8.8	43.1	48.1
Someone else in chain of command of person doing the harassing	6.8	43.8	49.4
Another DoD office or Military person with responsibility for followup	3.7	45.1	51.2

For those respondents who stated that harassment had not been reported, as well as those who stated they did not know if the harassment had been reported, it should be noted they had witnessed the harassment but had not reported it themselves.

Tolerance of Harassment

Respondents were asked a series of five questions about their perception of whether senior installation or ship management tolerated harassment based on perceived homosexuality, whether senior management had taken actions to prevent harassment, and whether they felt free to report harassment.

Who Tolerated Harassment. Collectively, about 5 percent of the respondents stated they believed that someone in the chain of command (installation or ship commanders, unit commanders, or immediate supervisors) tolerated harassment of perceived homosexuals. Some respondents answered "yes" to more than one of the first three categories in Figure 8. Therefore, adding the individual percents from the yes column for those categories will not equal 5 percent. Slightly more than 10 percent of the respondents stated they believed their fellow unit members tolerated harassment. Figure 8 shows Service members' opinions about tolerance of harassment of perceived homosexuals by senior management and other unit members.

Figure 8. Opinions of Respondents About Tolerance of Harassment

	Percent of Respondents Who Stated:*		
Persons Who Tolerated Harassment	Yes	No	Don't Know
Commander of installation or ship	1.6	57.8	40.3
Unit commander	1.9	61.1	36.8
Immediate supervisor	4.0	62.7	32.9
Other unit members	10.2	46.2	43.2

*Percent of respondents does not equal 100 percent because some respondents did not answer the question or provided multiple responses.

We asked respondents to tell us whether Service members got away with harassment of perceived homosexuals on their installation or ship. Fifty percent of the respondents stated they were not aware of any harassment. Seven percent said Service members never got away with harassment, and 7 percent said Service members got away with harassment infrequently. Eight percent of the respondents said that Service members got away with harassment frequently and 28 percent said they didn't know.

Actions to Prevent Harassment. We asked Service members whether various actions had been taken on their installation or ship to prevent harassment of perceived homosexuals. Figure 9 shows the specific actions listed in the survey and the responses.

Figure 9. Actions Taken to Prevent Harassment of Perceived Homosexuals

Action Taken on Installations or Ships	Percent of Respondents Who Stated:*		
	Yes	No	Don't Know
Making it clear harassment is prohibited and will not be tolerated	62.8	13.8	23.1
Investigating complaints	21.7	15.7	62.2
Enforcing penalties against offenders	23.2	13.8	62.5
Enforcing penalties against unit commanders or supervisors who tolerate harassment	18.4	14.0	67.0

*Percent of respondents does not equal 100 percent because some respondents did not answer the question or provided multiple responses.

Seventy-one percent of senior officers stated action had been taken on their installation or ship to make it clear that harassment is prohibited. Fifty-nine percent of junior enlisted said the same. A higher percent of junior enlisted at recruit training installations reported that actions were taken in all categories to prevent harassment of perceived homosexuals than junior enlisted at operational installations.

Freedom to Report Harassment. Seventy-eight percent of the respondents said they would feel free to report harassment and 22 percent said they would not feel free to report harassment. The opinion about freedom to report harassment varied substantially by pay grade. Seventy percent of junior enlisted, 83 percent of senior enlisted, 89 percent of junior officers, and 94 percent of senior officers stated they would feel free to report harassment.

The respondents who said they would not feel free to report harassment were asked an additional question. They were asked if they would be concerned that retaliation would be taken against themselves or the person being harassed by either supervisory personnel or other unit members. Figure 10 shows who those respondents would be concerned might receive retaliatory action by supervisors or other unit members.

Figure 10. Concern of Retaliation for Those Service Members Who Did Not Feel Free to Report Harassment

Action Against:	Percent of Respondents*
Them by their supervisor	29.6
Them by other unit members	41.4
The person being harassed by his or her supervisor	33.8
The person being harassed by other unit members	39.2

*Percents based on 15,156 respondents. Percent of respondents does not equal 100 percent because some respondents did not answer the question or provided multiple responses.

The most notable difference was between the Navy and the Marine Corps, with the Navy respondents stating they would be more concerned about retaliation than Marine Corps respondents.

Knowledge of the Policy

The survey included five questions that were designed to assess a Service member's knowledge of the Policy. We also asked respondents if they considered the Policy to be effective in preventing or reducing harassment based on perceived homosexuality.

Level of Understanding of the Policy. Overall, about 97 percent of the respondents believed they had at least some understanding of the Policy. Specifically, 54.5 percent stated that they understood the Policy to a large or very large extent and 42.7 percent stated they understood the policy to a small or moderate extent; 2.3 percent stated they did not understand the policy.

We asked three specific "knowledge" questions related to the Policy. For those Service members who claimed they understood the Policy to a large or very large extent, 26.5 percent of the respondents answered all three questions correctly. Eight percent of the respondents who stated they did not understand the Policy answered all three questions correctly. Although assessing knowledge of the Policy based on just three questions is not ideal, the relationship between the respondents' stated understanding and demonstrated knowledge indicates they generally assessed their relative levels of understanding correctly.

Training on the Policy. We also asked respondents to tell us if they had received training on the Policy. Forty-three percent of the respondents stated

they had received training on the Policy, and 57 percent stated they had not received training on the Policy. Figure 11 shows the training differences, by Service, as reported by the respondents.

Figure 11. Training Differences Among Survey Respondents*

Service	Percent Who Had Received Training	Percent Who Had Not Received Training
Army	54.4	45.3
Navy	44.2	55.5
Air Force	26.3	73.3
Marine Corps	44.9	54.7

*Percent of respondents does not equal 100 percent because some respondents did not answer the question.

Of the Service members who had training, 96 percent stated they understood the Policy to a moderate or very large extent. Of those who reported they had not been trained on the Policy, 83 percent reported they understood the Policy to a moderate or very large extent.

We recognize that some respondents may have answered "no" to whether or not they had received training despite having received training on some aspects of the Policy during other training sessions. For example, when the prohibition of all types of harassment is taught during military core value or general military training sessions, it might not be identified as Policy training. As a result, the percent of Service members who stated they had not received training might have been inflated. Regardless of the potential inflation, we believe that the large percent of Service members who stated they had not received Policy training indicates a need for greater emphasis in that area. Each of the Services recently developed comprehensive training plans and curriculums to address the problem.

Perceptions of the Effectiveness of the Policy. We also asked respondents if they considered the Policy to be effective in preventing or reducing harassment based on perceived homosexuality. Figure 12 shows respondents' perceptions as to the extent of the Policy's effectiveness.

Figure 12. Perceptions of the Effectiveness of the Policy at Preventing or Reducing Harassment

Extent of Effectiveness	Percent of Respondents
No response	3.6
Not effective	18.5
Slightly effective	27.8
Moderately effective	35.4
Very effective	14.7

During administration of the surveys, several respondents asked how to answer the question on effectiveness of the Policy if they did not know the answer. In hindsight, we believe the question should have provided a "don't know" option for the respondents. Generally, we instructed respondents to leave the question blank if they did not know the answer to the question. Figure 12 includes "no response" because the non-respondents might have intended "don't know" to be their response.

Conclusion

According to the respondents, offensive comments about homosexuals were commonplace and a majority believed they were tolerated to some extent. Additionally, the respondents stated that harassment of perceived homosexuals was most often done by junior enlisted males to other junior enlisted males. Offensive speech was by far the most recurring type of harassment. However, about 5 percent of the respondents had witnessed or experienced harassment of perceived homosexuals in the form of vandalism, physical assault, and limitation or denial of training or career opportunities.

Although the majority of cited harassment situations had not been witnessed by someone senior to the person being harassed or the person doing the harassing, 73 percent of the respondents who said that a senior person had witnessed the harassment reported that the senior person did nothing to immediately stop the harassment. Of those respondents who described a specific situation of harassment, 61 percent stated the harassment occurred on a Military installation or ship. Just under 50 percent said the harassment occurred during duty hours. Service members believed that harassment was more than twice as likely to be tolerated by other unit members (10.2 percent) than by the unit or installation/ship commander or the immediate supervisor (4.6 percent).

Less than 50 percent of the respondents reported that they had training on the Policy. However, prior to our survey, DoD management had recognized the need to develop training plans discussing harassment of perceived homosexuals. On February 1, 2000, the Secretary of Defense approved the training plans for each Service.

About 50 percent of the respondents believed the policy was moderately or very effective at preventing or reducing harassment; 46 percent believed it was slightly or not effective; and 4 percent did not provide a response. There is no basis for speculating on the extent to which respondent perceptions may change after the approved training plans are implemented. However, ensuring that meaningful training is provided to all Service members is clearly essential.

Appendix A. Evaluation Process

Scope and Methodology

We visited selected DoD installations, ships, and submarines worldwide. We reviewed pertinent policies, guidance, and laws dated from July 1993 through August 1999.

To assess the environment with respect to the application of the Policy in DoD, the Office of the Inspector General, DoD, developed a 33-question survey. The survey is in Appendix C. The survey was developed with technical assistance from the Defense Manpower Data Center. Although the installations, ships, and submarines we visited are listed in Appendix D, nothing in the survey or in the processing of the survey allows us to identify a specific respondent or the unit and installation, ship, or submarine. To ensure that the survey would be understood by Service members, we tested the draft survey at one Army and one Navy installation. The comments from the test participants were, in some cases, incorporated into the final survey questionnaire.

The survey focused on the occurrences of offensive speech and of events or behaviors considered to be harassment based on perceived homosexuality; the tolerance of such speech, events, and behaviors; and knowledge of the Policy. Many of the questions are dependent on Service members' perceptions, which may or may not be factual.

Representativeness of Survey Results. Our tasking for this evaluation required "representative installations . . . within each Military Department." In a statistical sense, the representativeness of a sample is determined by whether the method of its selection was random or involved human judgment. We divided the installations in our sampling universe into strata to ensure coverage of the different sizes and types of installations. Of the 38 installations we selected, we chose all but one* either randomly or because it was the only installation in its category. For each of the 38 selected installations, we randomly selected units to be surveyed. Some installations or units, as discussed later, were excluded or replaced during sampling. Because exclusion decisions all were based on factors independent of the survey information being requested, distortion of representativeness was unlikely. Specific details of the methodology used to select the installations and units are discussed later in this appendix.

To ensure that the population aboard ships was represented, the Naval Inspector General requested that we add CONUS-homeported ships to our sample. Accordingly, we surveyed an additional 2,010 respondents who were stationed aboard eight randomly selected ships and two submarines. One other submarine (113 respondents) was also included in our random sample of installation units, for a total of three submarines that were included in the survey. The Navy ship

*The exception was a Marine Corps training installation, selected so as to gather responses from both male and female recruits.

and submarine results are not separately reported, but are included in the overall summaries for the Navy. At one Marine Corps location, we surveyed an additional randomly selected combat unit (483 Marines).

In accordance with our decision to avoid even implicit possibilities of identifying individual respondents, we eliminated installations with fewer than 1,000 assigned Service members. That precluded the possibility of singling out individuals by identifying rare demographic groupings (for example, female senior officers) at small installations. For the same reason, we also excluded units with 10 or fewer assigned individuals at the remaining installations.

Survey Results Cannot Be Statistically Projected. The representativeness of a sample is the first requirement that must be met in order to be able to statistically project results beyond that of the sample. It is not, however, the only requirement. The probabilities of selection for subgroups of individual respondents must also be known so that the appropriate weighting factors for the projection calculations can be applied. Because we protected our respondents' anonymity, we are unable to determine those selection probabilities. Therefore, the results of our survey cannot be projected statistically to the Military Departments.

Population Sampling. Defense Manpower Data Center analysts supplied population data from the Active Duty Master File as of September 30, 1999. The file contained records for 1,371,144 Service members, of whom 89,619 did not have assigned installation information in their records and 2,503 were assigned to non-Military sites. Also, 135,864 Navy and Marine Corps personnel were assigned to "Afloat" billets, not associated with an installation. Service members assigned to identifiable Military installations ashore numbered 1,143,158. Officers and crew of ships and submarines in port at San Diego, California; Norfolk, Virginia; or New London, Connecticut, sometime between January 24 and February 11, 2000, were added to the population sampling. Those personnel numbered 46,580. The installation and unit exclusions, described earlier, encompassed 71,141 Service members assigned to small installations and 19,428 to small units. Exclusion of a large Army installation, a small Navy installation, and a Marine Corps training installation (discussed later) meant an additional 30,551 personnel were excluded from the population sampling. Our sampling frame was 1,068,618. (A sampling frame is a defined subset of a universe from which a sample actually is drawn.)

From January 11 through February 11, 2000, teams from the Office of the Inspector General, DoD, contacted and met with command personnel to establish a schedule for administering the survey. Within that time period, surveys were administered to 71,698 Service members. For each surveyed unit, we attempted to obtain 100 percent participation and obtained information supporting Service member absences from selected units. Service member absences from selected units were caused by factors such as administrative leave, deployments, personal or sick leave, and training at other locations.

Before administering the survey to Service members, representatives from the Office of the Inspector General, DoD, read the following prepared proctor statement.

> Good morning (afternoon).
>
> We are from the Office of the Department of Defense Inspector General. I am (your name) and (introduce co-workers).
>
> On December 13, 1999, the Secretary of Defense directed that the DoD Inspector General assess the environment with respect to the application of the "Don't Ask, Don't Tell, Don't Pursue" policy. We have been tasked to survey about 75,000 military personnel and to report the survey results back to the Secretary of Defense by March 13, 2000. Your unit was randomly selected to form a sample from the Armed Services. The survey ensures that individuals or units can not be identified. In that regard, please do not mark the surveys in any manner, except to answer the questions.
>
> The survey being passed out has to do with your perceptions of behaviors, events, or situations in the military related to the "Don't Ask, Don't Tell, Don't Pursue" policy. For this survey, the term "homosexual" means gay or lesbian. The survey should take approximately 20 minutes for you to complete. If you have any questions during the survey, raise your hand and one of us will assist you.
>
> This session is not intended to provide a forum for reporting harassment. Complaints should not be written on the survey.
>
> (If needed) Please separate yourselves into every other seat to ensure that your answers to the survey remain completely private. We ask that each of you respect the confidentiality of everyone in the room. Please answer the questions with a blue or black ballpoint pen. If anyone needs a ballpoint pen, raise your hand and one of the proctors will bring one to you.
>
> (Option 1) Once you have completed the survey, please leave the room quietly. Place your completed survey in the box by the exit door, with the cover on the top. We also need for you to return the pen. In no event are surveys allowed to leave the room.
>
> (Option 2) Once you have completed the survey, please remain quietly in your seat. When the entire group has finished, please leave the room in an orderly manner and place your completed survey in the box by the exit door, with the cover on the top. We also need for you to return the pen. In no event are surveys allowed to leave the room.
>
> Note – The use of Option #1 or Option #2 depends on the design of your facility. Use your judgment.
>
> Are there any questions?
>
> Thank you for your cooperation.

In addition to protecting the anonymity of the survey respondents, administration of the survey was designed to avoid the appearance that Service members were being surveyed because of their attitude, behavior, or preference. Therefore, we did not use any individual identifiers, either explicit or implicit, in the design, execution, or analysis of the survey. That meant that a limited amount of demographic information was collected. The final data file from the contractor has no unit identifiers, and it is impossible to determine from which unit and installation, ship, or submarine the surveys originated.

In some instances, personnel from one Service were assigned to another Service's installation or ship. As a result, the predetermined Service sample sizes for survey respondents (discussed later) are slightly understated or overstated. Each respondent's survey results should be included with their respective Service; however, doing so relied on the Service demographic question on the survey being correctly marked.

The total number of Service members included in the sampling frame for the survey was 1,068,618. Coverage by Service is shown in Figure A-1.

Figure A-1. Population and Sampling Frame

Service	Population (End Strength)	Sampling Frame	Coverage (Percent)
Army	473,750	382,956	80.8
Navy	368,179	227,769	61.9
Air Force	356,491	331,400	93.0
Marine Corps	172,724	126,493	73.2
Total	**1,371,144**	**1,068,618**	**77.9**

One reason for the lower coverage percent for the Navy is because ships and submarines that were at sea, or were not homeported at San Diego, Norfolk, or New London, were not included in our sampling frame.

Sampling Design and Allocation. We used a two-stage sampling design to select installations and units to participate in the survey. At the primary stage, we defined four strata of installations within each Service. The first stratum was composed of large installations. We arrived at a definition of large installation by using a size-ordered list of installations, by Service. Large installations were those with the number of personnel assigned being approximately two-thirds or more of the Service's respective population. The second stratum contained small installations, those with 1,000 or more assigned Service members but not included in the first stratum. The third stratum was the nine installations at which recruit training is conducted. The fourth stratum encompassed ships and submarines in port at San Diego, Norfolk, or New London sometime between January 24 and February 11, 2000. The numbers of installations by Service in the first three strata are shown in Figure A-2.

Figure A-2. Installations

Service	Large Installation	Small Installation	Recruit Training
Army	19	40	5
Navy	23	25	1
Air Force	38	38	1
Marine Corps	4	12	2

Figure A-3 shows the number of usable surveys by type of installation.

Figure A-3. Respondents by Type of Installation

Installation Type	Number of Respondents
Large	57,959
Small	6,217
Training	5,271
Ship and Submarine	2,123
Total	**71,570**

Typically, in a survey such as this, Service members would be the secondary sampling unit. That would allow control over coverage of pay grade, gender, and other subgroups and provide a basis for weighting respondents' answers to enable statistical projections from the respondent sample to the entire sampling frame. However, to ensure individual anonymity, our second-level sampling was by Military unit, which means our survey results cannot be weighted by subgroups and, therefore, cannot be projected statistically. The appropriate way to interpret the results of our survey is as descriptive of the actual respondents.

We decided that an overall sample of between 50,000 and 75,000 Service members was feasible within the scope of our evaluation. At the primary sampling level, we allocated the sample size in the following manner. We divided 55,000 surveys among the large installation stratum proportional to the non-basic training populations of the Services. Also, we set a target minimum sample size of 700 for each selected small installation and a minimum target of 1,000 for each chosen recruit training installation. We planned to collect a total of at least 1,500 survey responses from Service members aboard ships and submarines at San Diego, Norfolk, and New London.

For the Army, the Navy, and the Air Force, we randomly selected eight large installations and two small installations. For the Marine Corps, we randomly selected three large installations and one small installation. For the Army, we randomly selected two of the five Army recruit training installations. For the Navy and the Air Force, we selected their only recruit training installations. Of the two Marine Corps recruit training installations, we selected the one that is coeducational. Personnel at the other training installation were, therefore,

excluded from our sampling frame. Figure A-4 shows the number and type of installations that were selected, by Service, and how many surveys we expected to administer (target minimum sample sizes).

Figure A-4. Selected Installations and Target Minimum Sample Sizes

Service	Large Installations	Small Installations	Recruit Training	Ships
Army				
Installations Sampled	8	2	2	
Target Sample Size	21,230	1,400	2,000	
Navy				
Installations Sampled	8	2	1	
Target Sample Size	9,845	1,400	1,000	1,500
Air Force				
Installations Sampled	8	2	1	
Target Sample Size	17,545	1,400	1,000	
Marine Corps				
Installations Sampled	3	1	1	
Target Sample Size	6,830	700	1,000	
Total				
Installations Sampled	**27**	**7**	**5**	
Target Sample Size	**55,000**	**4,900**	**5,000**	**1,500**

One Air Force installation was chosen as both a large installation and a training installation, and is listed in both categories in Figure A-4. It is included only once in the total number of 38 installations selected.

We subsequently replaced one randomly selected large Army installation and one small Navy installation with randomly chosen alternatives. We removed the Army installation (Fort Campbell, Kentucky) from our survey because our effort might have interfered with a criminal trial. We removed the Navy installation (Naval Air Station Keflavik, Iceland) because of anticipated travel difficulties in the winter months.

We used the Active Duty Master File to randomly order lists of units with more than 10 individuals for each of the large, small, and training installations selected for our survey. Likewise, at each of the three ports, we randomly ordered the list of ships and submarines scheduled to be in port sometime between January 24 and February 11, 2000. At the training installations, we randomly listed only the units identified as basic training units. For the Air Force installation that was chosen as both a large installation and a training installation, the unit lists were separated (basic training and non-basic training units).

Selecting units rather than individuals at the secondary sampling level might have had an important effect on the occurrence information we collected. Because members of a Military unit work together and sometimes also live together, a single occurrence of harassment might be observed by several members of a unit. Such units might have been surveyed, resulting in several respondents describing the same incident. Therefore, the appropriate way to interpret the information pertaining to our occurrence questions is as frequencies of observations of occurrences, and not as frequencies of occurrences themselves.

Data Collection. Survey teams from the Office of the Inspector General, DoD, administered the surveys during on-site visits to the selected installations, starting with the first units on their randomly ordered lists, and proceeding to additional units until they had achieved the target minimum sample size for their site. At all selected installations, the number of surveys administered exceeded the minimum sample size. In some instances, we encountered differences between the information in the Active Duty Master File and the actual unit location and number of assigned personnel. Some units on the lists could not be surveyed because they no longer existed, had been relocated, or were deployed. In those cases, the survey teams noted the reason for excluding the unit and continued down the list to the next unit. In no instance was a unit excused from the survey for fear of its members' responses to the survey.

Data Processing. After administering the surveys, the on-site survey team collected them and sent them to Data Recognition Corporation, Inc., a data scanning contractor. Technicians there optically scanned the survey responses into a computer data file. The individual records in the data file contained no identifiers for either the selected units or the installations or ships. Data Recognition Corporation analysts transmitted the data file containing the survey responses, along with formatting information, to members of the Quantitative Methods Division, Office of the Inspector General, DoD, for analysis.

Analytical Approach. Our overall analytical approach for the survey responses was based on two factors. We used partial responses wherever a meaningful interpretation was possible, maximizing the use of the information collected. And, in recognition that our data is descriptive rather than statistical in nature, we defined substantial differences among subgroups to be 10 percent or greater. Because isolated extreme values can occur by chance in any survey data set, we looked for patterns of substantial differences across subgroups, and not differences occurring only once.

In order to preserve all usable response information, we defined separate decision rules for each question of the survey. Those rules identified the minimum information a response must contain to be interpreted meaningfully within the survey section. Because some individuals responded to only parts of the survey, we have a different baseline of usable responses for many of the survey questions (see Appendix E).

We used the Microsoft Excel 97 (SR-2) spreadsheet software in designing our sample. We performed the analyses of the survey responses using the Statistical Analysis System, version 7.0.

Specifics for Occurrence Section. The occurrence section comprised questions 12 through 28. For question 12 and all eight parts of question 14, the baseline is 71,570. For question 13, we deleted records with missing or multiple responses and when the question was validly skipped based on the answer to question 12. For question 16, we deleted only records with missing, multiple, or not applicable responses to all eight parts of the question.

For questions 17 through 28, we first applied a global rule: delete a record if the responses to all parts of questions 14 and 16 indicated that no harassment had been observed. We also recoded responses to question 18 to make them consistent with those of question 17. (In this case, if a response to question 17 was "no" senior person witnessed the incident, then neither answer to question 18 was appropriate; our recoding would show a "missing" answer for 18.) For questions 24 and 26, we recoded a multiple response as a single response of "both male and female." For each part of question 17 and questions 19 through 28, we deleted records with missing, multiple, or not applicable responses. Finally, for the analysis based on the aggregation of all five answers to question 28, we deleted records if all five responses were any combination of missing, multiple, or not applicable.

Specifics for Tolerance Section. The tolerance section comprised questions 29 through 33. For questions 29, 30, and 32, we separately deleted only records with missing, multiple, or not applicable responses to all parts of each question. We recoded the responses to question 31 to make them consistent with any response indicating concerns in question 32. For questions 31 and 33, we deleted records with missing, multiple, or not applicable responses. For question 32, we deleted records if the response to question 31 was missing or multiple, or if the answers to all four parts of question 32 were any combination of missing, multiple, or not applicable. We also deleted records of respondents who expressed no hesitation at reporting incidents of harassment or concerns regarding that reporting ("yes" to question 31 and "no" responses to all four parts of question 32). According to the survey instructions, those individuals should have skipped question 32.

Specifics for Knowledge Section. The knowledge section comprised questions 6 through 11. For questions 6 and 10, both separately and for comparison, we deleted records if the responses to both questions were missing or multiple. For comparing the responses to question 6 with those to questions 7, 8, and 9, we deleted records if the response to question 6 was missing or multiple. For comparing the responses to question 10 with those to questions 7, 8, and 9, we deleted records if the response to question 10 was missing or multiple. For question 11, we deleted records if the response was multiple. We retained missing responses for question 11 because they could be interpreted as "don't know."

Dates of the Evaluation. We performed this evaluation from December 17, 1999, through March 10, 2000.

Appendix B. Secretary of Defense Tasking Memorandum

THE SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000

DEC 1 3 1999

MEMORANDUM FOR INSPECTOR GENERAL, DEPARTMENT OF DEFENSE

SUBJECT: Implementation of the Policy on Homosexual Conduct in the Military

This August, the Department of Defense, following an extensive review of the Department's implementation of the homosexual conduct policy, issued additional guidance intended to improve the application and enforcement of the policy. The Military Departments are preparing the issuance of their instructions to the field to implement this guidance.

As I have previously indicated, I am determined that the policy on homosexual conduct in the military be clearly understood and fairly enforced. This is critically important, as the effectiveness of the Department's application and enforcement of the policy has a direct relationship to unit cohesion and readiness.

Therefore, I am today asking that you initiate an assessment of the environment at representative installations that you select within each Military Department with respect to the application of the homosexual conduct policy. This assessment will include a review of the extent to which the harassment of service members based on perceived or alleged homosexuality may occur. The extent to which disparaging speech or expression with respect to sexual orientation occurs or is tolerated should also be assessed as this can undermine good order and discipline. Please provide me with your assessment within 90 days.

Appendix C. Homosexual Conduct Policy Survey

RCS: Exempt

DoD Inspector General's "Don't Ask, Don't Tell, Don't Pursue" Policy Survey

Inspector General
Department of Defense
400 Army Navy Drive
Arlington, Virginia 22202

- This is not a test.
- Use a blue or black pen.
- Select answers that you believe are most appropriate.
- Place an "X" in the appropriate box or boxes.
- Unless directed otherwise in an item, mark only one answer for each item.

ABOUT THIS QUESTIONNAIRE

Information collected in this survey will be used to report perceptions of military personnel about the environment on military installations as a result of the "Don't Ask, Don't Tell, Don't Pursue" policy. **In this survey, the term "homosexual" means gay or lesbian.**

WILL MY SURVEY RESPONSES BE KEPT ANONYMOUS?

Yes. There is no information being collected that could be used to identify individuals. Your responses will be combined with information from many other military personnel to report the views and experiences of groups of personnel. **Do not use any personal names anywhere on this survey.**

WHY ME?

Installations and units have been selected at random to form a sample of people who represent military personnel of the Armed Services. Based on your responses and the responses of others, conclusions may be drawn about the views and experiences of military personnel. The validity of these conclusions depends, in part, on receiving enough completed surveys from individuals like yourself.

PRIVACY NOTICE

AUTHORITY: This survey is being conducted by the DoD IG under authority of the Inspector General Act and at the request of Secretary of Defense Memorandum, "Implementation of the Policy on Homosexual Conduct in the Military," December 13, 1999.

PRINCIPAL PURPOSE: Information collected in this survey will be used to report perceptions of military personnel about the environment on military installations on the implementation of the "Don't Ask, Don't Tell, Don't Pursue" policy. This information may assist in the formulation of policies to improve the military working environment and relevant personnel policies.

ROUTINE USES: None.

DISCLOSURE: Providing information on this survey is voluntary. There is no penalty if you choose not to respond. However, maximum participation is encouraged so that the data will be complete and representative. Your survey form is anonymous. No identifying information is being collected that could identify individuals. Only summary statistics will be reported.

Background

1. Are you . . . ?

Male
Female

2. Are you . . . ?

E1-E4
E5-E9
O1-O3, WO1-WO2
O4-O10, WO3-WO5

3. In what Service are you?

Army
Navy
Marine Corps
Air Force

4. Is this location your permanent duty station?

Yes
No

5. During the last 12 months, where have you lived most?

Aboard ship
Barracks/dorm (including BEQ/BOQ)
Military family housing on an installation
Military family housing not on an installation
Housing that you rent, own or pay mortgage on

Policy and Training

6. To what extent do you understand DoD's "Don't Ask, Don't Tell, Don't Pursue" homosexual conduct policy?

Very large extent
Large extent
Moderate extent
Small extent
Not at all

7. Who can initiate an investigation, based on credible information, concerning a military person's alleged homosexual conduct? ***Mark only one answer.***

Installation Equal Employment Opportunity Officer
Fellow unit member
The military person's commander
The military person's senior non-commissioned officer
All of the above
None of the above

8. If a military person reports being a homosexual to his or her commander, then . . . ? ***Mark only one answer.***

That military person may be discharged from the military
The ranking non-commissioned officer must initiate an investigation into that military person's sexual orientation
That military person must move into off-base housing
The commander is required to notify all unit personnel
All of the above
None of the above

9. If a military person reports being threatened because he or she is perceived to be a homosexual, then . . . ? ***Mark only one answer.***

The commander needs no other information to initiate an investigation of the threatened military person's sexual orientation
The report should result in a prompt investigation of the threat
The threatened military person could be discharged from the military based solely upon the military person's report of the threat
All of the above
None of the above

10. Have you had training on the DoD "Don't Ask, Don't Tell, Don't Pursue" homosexual conduct policy?

Yes
No

11. Has the DoD "Don't Ask, Don't Tell, Don't Pursue" policy been effective at preventing/reducing harassment based on perceived homosexuality?

Very effective
Moderately effective
Slightly effective
Not at all effective

- 1 -

Note: The survey included a color that is not reproduced here. For example, the boxes beside possible responses are not shown.

Offensive Speech

12. How often have you heard offensive speech, derogatory names, jokes, or remarks about homosexuals in the last 12 months on your installation/ship?

Never → **GO TO QUESTION 14**
Once or twice → **CONTINUE WITH QUESTION 13**
Sometimes → **CONTINUE WITH QUESTION 13**
Often → **CONTINUE WITH QUESTION 13**
Very often → **CONTINUE WITH QUESTION 13**

13. To what extent are the offensive speech, derogatory names, jokes, or remarks about homosexuals tolerated on your installation/ship?

Very large extent
Large extent
Moderate extent
Small extent
Not at all

Harassment Based on Perceived Sexual Orientation

14. How often during the past 12 months have you witnessed or experienced event(s)/behavior(s) involving military personnel, on or off duty, who harassed another military person(s) because of perceived homosexuality . . . *Provide an answer to each.*

	Very often	Often	Sometimes	Once or twice	Never
a. With offensive speech (for example derogatory names or remarks)?					
b. With offensive or hostile gestures?					
c. With threats or intimidation?					
d. By graffiti?					
e. By vandalism of their property?					
f. By physical assault?					
g. By limiting or denying training and/or career opportunities?					
h. In disciplinary actions or punishment (for example, being punished for something when others were not)?					

Description of One Situation

15. Did you mark "Never" to every item for Question 14?

Yes → **GO TO QUESTION 29**
No → **CONTINUE WITH QUESTION 16**

16. Pick a situation to tell us about that you witnessed or experienced during the past 12 months.

That situation should be the event/behavior or set of related events/behaviors that happened because of perceived homosexuality that you consider to be the most significant.

Did this situation include the following event(s)/ behavior(s)? *Provide an answer to each.*

	Yes	No
a. Offensive speech (for example derogatory names or remarks)		
b. Offensive or hostile gestures		
c. Threats or intimidation		
d. Graffiti		
e. Vandalism of property		
f. Physical assault		
g. Limitation or denial of training or career opportunities		
h. Disciplinary actions or punishment (for example, being punished for something when others were not)		

17. Were any of the events/behaviors witnessed by someone senior to either the person being harassed or the person doing the harassing?

Yes → **CONTINUE WITH QUESTION 18**
No → **GO TO QUESTION 19**
Don't know → **GO TO QUESTION 19**

18. Did that senior person do anything immediately to stop the harassment?

Yes
No

19. How often did the event(s)/behavior(s) related to this situation occur?

Once
Occasionally
Frequently
Almost everyday

20. How long did this situation last (or if continuing, how long has it been going on)?

A single occurrence
Less than 1 week
1 week to less than 1 month
1 month to less than 6 months
6 months to less than 12 months
12 months or more

21. Is this situation still going on?

Yes
No

22. Did this situation occur . . . *Provide an answer to each.*

	Yes	No
a. Mostly at a military installation/ship?		
b. Mostly at work (the place where you perform your military duties)?		
c. Mostly during duty hours?		
d. Mostly in the local community around an installation?		

23. When this situation occured, were you . . . *Provide an answer to each.*

	Yes	No
a. In basic training?		
b. A student in a military course (other than basic training)?		
c. Serving aboard ship?		
d. On a deployment or field exercise?		
e. At your current duty station?		
f. At your prior duty station?		

24. Was the military person(s) who was harassed . . . ? ♦

Male
Female
Some were male and some were female

25. Was the military person(s) who was harassed . . . ?

Enlisted person(s)
Officer(s)
Some were enlisted person(s) and some were officer(s)
Don't know

26. What was the gender of the military person(s) who did the harassment?

Male
Female
Some were male and some were female

27. Was the military person(s) who did the harassment . . . *Provide an answer to each.*

	Yes	No
a. The immediate supervisor of the person(s) harassed?		
b. The unit commander of the person(s) harassed?		
c. Co-worker(s) of the person(s) harassed?		
d. Subordinate(s) of the person(s) harasssed?		
e. Enlisted person(s)?		
f. Officer(s)?		
g. Unknown person(s)?		

- 3 -

Note: The survey included a color that is not reproduced here. For example, the boxes beside possible responses are not shown.

28. As far as you know, was this harassment reported to any of the following? ***Provide an answer to each.***

	Yes	No	Don't know
a. The immediate supervisor of the person(s) harassed			
b. Someone else in the chain of command (including the commander) of the person(s) harassed			
c. The immediate supervisor of the person(s) who did it			
d. Someone else in the chain of command (including the commander) of the person(s) who did it			
e. Another DoD office or military person with responsibility for follow-up			

Personnel Policies

29. Do the persons below tolerate harassment based on perceived homosexuality? ***Provide an answer to each.***

	Yes	No	Don't know
a. Commander of my installation/ship			
b. My unit commander			
c. My immediate supervisor			
d. Other unit members			

30. Have any of these actions been taken on your installation/ship to prevent harassment based on perceived homosexuality? ***Provide an answer to each.***

	Yes	No	Don't know
a. Making it clear that harassment is prohibited and will not be tolerated			
b. Investigating complaints			
c. Enforcing penalties against offenders			
d. Enforcing penalties against unit commanders or supervisors who tolerate harassment			

31. Would you feel free to report harassment of perceived homosexuals?

Yes → **GO TO QUESTION 33**
No → **CONTINUE WITH QUESTION 32**

32. If not, would you be concerned that actions or retaliations would be taken against . . . ***Provide an answer to each.***

	Yes	No
a. You by your supervisor?		
b. You by other unit members?		
c. The person being harassed by his or her supervisor?		
d. The person being harassed by other unit members?		

33. Do people get away with harassment of perceived homosexuals at your installation/ship?

I am not aware of any harassment
Never
Infrequently
Frequently
Don't know

Appendix D. Installations, Ships, and Submarines Surveyed

Department of the Army

Camp Casey, Republic of Korea
Fort Belvoir, Virginia
Fort Benning, Georgia (only recruit training)
Fort Bragg, North Carolina
Fort Drum, New York
Fort Hood, Texas
Fort Leonard Wood, Missouri (only recruit training)
Fort Meade, Maryland
Fort Sill, Oklahoma
Fort Stewart, Georgia
Friedberg, Germany
Yongsan, Republic of Korea

Department of the Navy

Naval Air Station Lemoore, California
Naval Air Station North Island, California
Naval Air Station Patuxent River, Maryland
Naval Air Station Sigonella, Italy
Naval Amphibious Base, Coronado, California
Naval District Washington, Washington, DC
Naval Medical Center, San Diego, California
Naval Security Station, Washington, DC
Naval Station San Diego, California
Naval Submarine Base New London, Connecticut
Naval Training Center Great Lakes, Illinois (only recruit training)
NR 1, Deep Submergence Research and Engineering Submarine
USS *Antietam* (CG 54)
USS *Cole* (DDG 67)
USS *Estocin* (FFG 15)
USS *McClusky* (FFG 41)
USS *Peterson* (DD 969)
USS *Princeton* (CG 59)
USS *Seawolf* (SSN 21)
USS *Stout* (DDG 55)
USS *Toledo* (SSN 769)
USS *Wadsworth* (FFG 9)

Department of the Navy (cont'd)

Camp Lejeune, North Carolina
Marine Corps Air Station Cherry Point, North Carolina
Marine Corps Air Station New River, North Carolina
Marine Corps Base Twentynine Palms, California
Marine Corps Recruiting Depot Parris Island, South Carolina (only recruit training)

Department of the Air Force

Andersen Air Base, Guam
Dover Air Force Base, Delaware
Hill Air Force Base, Utah
Keesler Air Force Base, Mississippi
Kirtland Air Force Base, New Mexico
Lackland Air Force Base, Texas (including recruit training)
Peterson Air Force Base, Colorado
Pope Air Force Base, North Carolina
Randolph Air Force Base, Texas
Shaw Air Force Base, South Carolina

Appendix E. Usable Survey Responses by Question

Analysis of the survey results showed that there were 71,570 usable surveys and that there were varying numbers of usable survey responses to each question. The following figure shows the baseline for each question.

Usable Survey Responses by Question

Survey Question Number	Baseline
1.	71,570
2.	71,570
3.	71,570
4.	71,570
5.	71,570
6.	71,513
7.	71,264
8.	71,264
9.	71,264
10.	71,513
11.	71,533
12.	71,570
13.	59,216
14.	71,570
15.	68,346
16.	23,603
17.	25,878
18.	5,641
19.	26,023
20.	25,913
21.	25,878
22.a.	25,550
22.b.	25,477
22.c.	25,398
22.d.	25,472
23.a.	25,633
23.b.	25,533
23.c.	25,465
23.d.	25,454
23.e.	25,687
23.f.	25,472

Appendix E. Usable Survey Responses by Question (cont'd)

Survey Question Number	Baseline
24.	25,692
25.	25,695
26.	25,661
27.a.	25,345
27.b.	25,310
27.c.	25,402
27.d.	25,236
27.e.	25,356
27.f.	25,166
27.g.	24,917
28.a.	25,764
28.b.	25,722
28.c.	25,685
28.d.	25,676
28.e.	25,628
29.	71,125
30.	70,983
31.	69,416
32.	15,156
33.	70,441

Appendix F. Frequency of Occurrence of Events or Behaviors Service Members Considered To Be Harassment of Perceived Homosexuals

Frequency of Events or Behaviors Witnessed by Respondents

Event or Behavior	Frequency* Never	Once/Twice Sometimes	Often Very Often
Offensive speech (for example, derogatory names or remarks)	66.1	25.4	7.9
Offensive or hostile gestures	79.6	15.7	3.9
Threats or intimidation	87.1	9.6	2.4
Graffiti	89.8	7.7	1.6
Vandalism of Service member property	94.1	4.2	.9
Physical assault	94.0	4.2	1.1
Limiting or denying training and/or career opportunities	94.1	4.0	1.2
Disciplinary actions or punishment (for example, being punished for something when others were not)	93.5	4.2	1.4

*Frequencies will not total 100 percent because some Service members did not provide a response or provided multiple responses to each event or behavior.

Appendix G. Report Distribution

Office of the Secretary of Defense

Secretary of Defense
Deputy Secretary of Defense
Under Secretary of Defense for Personnel and Readiness
General Counsel, DoD
Assistant Secretary of Defense (Public Affairs)

Joint Staff

Director, Joint Staff

Department of the Army

Inspector General, Department of the Army
Auditor General, Department of the Army

Department of the Navy

Naval Inspector General
Auditor General, Department of the Navy
Inspector General, Marine Corps

Department of the Air Force

Assistant Secretary of the Air Force (Financial Management and Comptroller)
Inspector General, Department of the Air Force
Auditor General, Department of the Air Force

Non-Defense Federal Organizations and Individuals

Office of Management and Budget
General Accounting Office
  National Security and International Affairs Division
    Technical Information Center

Congressional Committees and Subcommittees, Chairman and Ranking Minority Member

Senate Committee on Appropriations
Senate Subcommittee on Defense, Committee on Appropriations
Senate Committee on Armed Services
Senate Committee on Governmental Affairs
House Committee on Appropriations
House Subcommittee on Defense, Committee on Appropriations
House Committee on Armed Services
House Committee on Government Reform
House Subcommittee on Government Management, Information, and Technology, Committee on Government Reform
House Subcommittee on National Security, Veterans Affairs, and International Relations, Committee on Government Reform

Evaluation Team Members

The Military Benefits Division of the Readiness and Logistics Support Directorate, Office of the Assistant Inspector General for Auditing, DoD, managed the evaluation and prepared this report. Personnel from the Acquisition Management, Contract Management, Finance and Accounting, and Readiness and Logistics Support Directorates administered the surveys. In addition, personnel from the Quantitative Methods Division, Office of the Inspector General, DoD, and the Defense Manpower Data Center provided technical assistance.