

OMB Control Number: 0704-TBD

OMB Expiration Date: TBD

Interview Protocols for DADT Update Police/Fire Task

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Oral Consent

RAND Update of 1993 Study on Sexual Orientation and U.S. Military Personnel Policy

Police/Fire/Federal Task

Greg Ridgeway, Task Leader

Good morning (afternoon). My name is _____. I'm a researcher from the RAND Corporation, a non-profit research institution. The Department of Defense has asked us to conduct a study to inform policy decisions related to homosexual men and women serving in the U.S. military. This is an update to research we conducted in 1993.

As part of this effort, RAND is interviewing representatives from police and fire departments serving (six different cities, including [insert interviewees' city]) / (five federal agencies, including [insert federal agency]). At each location, we plan to meet with agency leadership, individuals responsible for corporate functions like human resources and recruiting, and, if applicable, employee union leadership. These interviews are intended to provide information on how domestic public safety agencies and federal agencies approached integrating homosexual employees into the workforce, what motivated policy changes and initiatives related to sexual orientation, how they were implemented, and what the results of those changes have been, including how any difficulties have been resolved.

You were selected to participate in an interview because (you hold a leadership role at [organization]) / (you were identified as someone with knowledge of [organization] human resources/recruiting policies and practices) / (you were identified as holding a leadership role in the union that represents some of [organization] employees). The interview should take approximately 1 hour, and your participation today is entirely voluntary. You may decline to participate or to answer any questions that you are uncomfortable with.

A report that summarizes the results of our interviews, along with other analysis efforts, will be provided to the Department of Defense to help inform decision making about integrating openly homosexual men and women into the military. In the report, we may discuss individual observations as well as patterns across our interviews.

We will not attribute comments to you by name or position, but since we are speaking to multiple individuals during our visit, we may associate findings by organization (for example, [city name] fire department or [city name] FBI branch).

While we will treat this interview as confidential, it is possible that your identity could be determined by inference. However, when we write our report, we will take care to omit any details that could identify you.

Interview notes that do not contain your name, position, or other personal identifying information will be retained to inform future research on this topic.

That said, do you have any questions about the study or about the interview today? [Answer any questions]. Do you agree to participate? [If yes, proceed]

Please take one of my business cards [or give contact info if done over phone]. If you have any questions or concerns about the study later on, don't hesitate to contact me. If you would like, we'll also take your contact information so that we can notify you when the final report is publicly available.

Interview Protocols for DADT Update Police/Fire Task

Three protocols are featured in this file:

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A slightly revised version of the top leadership protocol will be used to conduct interviews with unit-level leadership, and a revised version of these protocols will be used to conduct interviews with agency staff with recruitment responsibilities.

All the protocols will be revised for use during federal agency interviews. E.g., terms like "officers" and "fire fighters" will be replaced with the term "employees," and items related to the federal Defense of Marriage Act and foreign travel/deployments will be added.

Top Leadership Interview Protocol

Personal and Agency Background

1. How long have you worked in [law enforcement/fire fighting], and in what capacities?
 - a. [Probe if needed]: How long have you been at [Agency] and in your current position?
2. What are the main responsibilities of your current position?
 - a. What type of interaction do you have with [Agency's] rank and file members? By rank and file, I mean the [officers/fire fighters] working in [precincts/stations] around the city.
3. As I noted earlier, we are visiting [Agency] to learn about its experience integrating homosexual officers/fire fighters into the workforce. First, does or did [Agency] ever have a policy in place that prohibited homosexuals from working here?
 - a. [If yes] Please tell me about it. What is/was the policy, and when was it in effect?
 - b. Are or were there any official policies that ban homosexuals from working in specific positions or on specific tasks? Any informal practices? If yes, please tell me about them.
4. What would you consider to be pivotal events or decisions related to the integration of homosexual officers/firefighters at [Agency]? By that I mean events or decisions that are a memorable part of its history and contributed to today's work environment.
 - a. [Prompt if needed:] For example, was there a change in the [Agency's] non-discrimination policy, or a debate about whether same sex partners should be eligible for the same benefits as spouses?
 - b. [For agencies with a pivotal policy change or event]: Please tell me about it/them. What was the event or decision, and when did it/they happen?

Current Work Environment

5. Thank you for sharing that background. My next set of questions pertains to the current work environment at [Agency]. First, to the best of your knowledge, how many homosexual officers/fire fighters currently work at [Agency]?
 - a. [Probe if needed]: What percentage of the Agency's officers/fire fighters do they constitute?
 - b. [If estimate provided:] How have their numbers changed over time?
 - c. How does the [Agency] know who's gay? Have you found that homosexual officers/fire fighters typically make their sexual orientation known to their colleagues?
6. Are there certain departments or functions that tend to have known gays or lesbians than other departments or functions? If yes, which ones?
 - a. What problems, if any, has that created? How did [Agency] handle the situation(s)?

7. We're interested in understanding how known gay or lesbian officers/fire fighters assigned to a unit may affect it, either positively or negatively. First, what differences, if any, has [Agency] observed between units with known gays or lesbians and those without them?
 - a. How did [Agency] know homosexuality was a factor?
8. In units with known gays or lesbians, how well do other officers/fire fighters get along with them?
 - a. Are they ever ostracized or excluded from unit social activities? If yes, please tell me about typical or notable examples, including how [Agency] handled the situation(s).
 - b. Do they bring their partners to social events? If yes, how has that been received by other members of their unit?
 - c. Has [Agency] found that gays or lesbians are typically disliked by other members of their unit? If yes, how has [Agency] handled that type of situation?
9. Now let's talk about unit effectiveness. Has [Agency] observed any situations in which the presence of known gays or lesbians affected a unit's ability to respond to a service call or other critical situation?
 - a. [If yes:] Please tell me about typical or notable examples, including how [Agency] knew homosexuality was a factor and how it handled the situation(s).
10. What about unit performance more generally? Are there units at [Agency] whose performance was affected by the presence of known gays or lesbians?
 - a. [If yes:] Please tell me about typical or notable examples, including how [Agency] knew homosexuality was a factor and how it handled the situation.
 - b. Has the presence of known gays or lesbians ever interfered with a group's ability to effectively coordinate their efforts to work together as a team? If yes, in what ways?
11. To the best of your knowledge, does [Agency] have known gays or lesbians in leadership positions? If yes, please tell me about their role(s).
 - a. Have the officers/fire fighters reporting to them expressed any discomfort related to their superior's sexual orientation? If yes, please tell me about typical or notable examples, including how [Agency] handled the situation(s).
 - b. Has that leader/have those leaders ever have difficulty maintaining good order and discipline in the unit? If yes, please tell me about that, including how [Agency] handled the situation.
12. Before I move on to another topic, are there other ways that the presence of known gays or lesbian has affected units at [Agency], either in terms of task performance or social interactions, that we haven't discussed?
 - a. [If other negative effects identified:] What has [Agency] done to address that/them?
 - b. Do lesbians in a unit have different effects, either socially or on performance, than gay men? If yes, please tell me about typical or notable examples.

Problems, Privacy, and Other Current Issues

13. We've touched on this a bit already, but I'd like to ask specifically: How does [Agency] address problems related to sexual orientation? This may include issues related to unit functioning, like what we just discussed, as well as allegations of sexual harassment or discrimination.
 - a. Has [Agency] fielded complaints from heterosexual officers/fire fighters about reverse discrimination, such as losing a promotion to a gay or lesbian colleague, or some other type of preferential treatment for gay or lesbian officers/fire fighters? If yes, please tell me about typical or notable examples, including how [Agency] responded to those complaints.
 - b. Have there been any instances in which an officer/fire fighter refused to work with someone or requested a transfer because of concerns about homosexuality? If yes, please tell me about that, including how [Agency] handled the situation(s).
14. How does [Agency] handle issues of privacy, such as in bathrooms or locker rooms?
 - a. [For Fire Depts, if needed:] We're also interested in how [Agency] has handled living arrangements for homosexual fire fighters serving at fire houses. What guidelines are there, if any, for homosexual fire fighters in the communal living environment?
 - b. Have [Agency] officers/fire fighters ever refused to shower [for Fire Depts, add: "or sleep"] in the same facilities as a known gay or lesbian officer/fire fighter? If yes, please tell me about typical or notable examples, including how [Agency] handled the situation(s).
15. Taking everything into consideration, do the advantages to having homosexual officers/fire fighters on [Agency's] workforce outweigh the disadvantages? Why or why not?

- a. Is there a "business case" for diversity in sexual orientation at [Agency]? [If yes:] What is it?
16. Does [Agency] actively recruit homosexual candidates?
 - a. [If yes:] Why? What does it do to target them?

Pivotal Policy Changes – Implementation and Response

[Interviewer: Questions 17-21 pertain to a pivotal policy change identified in Question 4. If no policy changes were cited, or if you are pressed for time, skip to Question 22. If multiple policy changes were cited, focus on the most significant change, which is most likely adding homosexuals to a non-discrimination policy or their designation as a protected class.]

17. [For agencies with a pivotal policy change:] Earlier, you mentioned [insert policy change, like changes to a non-discrimination policy] as a pivotal event in [Agency's] history. What do you think motivated it/them?
 - a. [Prompt if needed:] We're interested in learning about the internal factors as well as any external events that influenced the policy change(s).
18. [For agencies with a pivotal policy change:] We're also interested in learning about the steps [Agency] took – or may still be taking – to carry out the changes you just described. Specifically, please describe how [Agency] announced the changes to its workforce and educated both leadership and officers/fire fighters about what it would mean for them.
19. [For agencies with a pivotal policy change or event:] How supportive were [Agency] leadership and employees at the time?
 - a. Were there any memorable incidents or problems in response to the change(s)/event(s)? If yes, please tell me about them, including how [Agency] handled the situation(s).
 - b. [Probe if needed:] Did [Agency's] officers/fire fighters express any fear or anxiety relate to it? If yes, please tell me about that, including how [Agency] handled their concerns.
 - c. [Probe if needed:] Did the [Agency] lose – or gain – any officers/fire fighters in response to the change(s)/event(s)? If yes, please tell me about that, including the types of employees involved.
20. [For agencies with a pivotal policy change or event:] We're also interested in the support or opposition that [Agency] encountered from external stakeholders when the change(s)/event(s) transpired. Were there memorable responses from local residents, local government officials, or any affinity or advocacy groups, for example? If yes, please tell us about them.
 - a. [If responses included opposition:] How did [Agency] handle those concerns or objections?
21. [For agencies with a pivotal policy change or event:] Has [Agency] made any more changes or taken additional actions related to the policy change(s)/event(s) you just described? If yes, what types of changes?
 - a. Why were they necessary?
22. [For agencies with a long-standing policy change or history:] Since [Agency] made changes related to homosexual officers/fire fighters in the workplace, how have problems related to sexual orientation changed, if at all?
 - a. What new issues have emerged, if any?

Reflections on Policy Effectiveness and Overall Effects

23. Overall, how effective have the [Agency's] policies and programs related to homosexuals in the workplace been? I'm referring both to policies intended to offer protection, like a sexual harassment policy, as well as programs like diversity training.
 - a. [Prompt if needed:] For example, how has the work environment at [Agency] improved for known gays and lesbians, if at all?
 - b. How does [Agency] measure the effectiveness of those policies and programs?
24. Earlier we discussed the influence that homosexual officers/fire fighters currently have on unit functioning and performance at [Agency]. My last set of questions pertains to the overall effects, either positive or negative, that they have had over the years at [Agency].
 - a. What changes, if any, in the behavior of homosexual employees have occurred through the years? For example, are they more open now about their sexual orientation? If yes, how so?

- b. [Probe if needed:] Have there been changes in recruiting, such as in the number of recruits, or changes in the types of people interested in working at [Agency] that stem from its treatment of homosexual officers/fire fighters or just their visible presence at [Agency]?
 - c. [Probe if needed:] What about performance? Do known gays and lesbians typically have an effect on the performance of unit to which they're been assigned? Has that changed over time? [Prompt if needed: For example, perhaps their impact on performance is not as strong now?]
 - d. [Probe if needed:] How has [Agency's] treatment of homosexual officers/fire fighters or just their visible presence affected retention over time? Has there been a net gain or loss of employees stemming from this? What types of employees have been gained or lost as a consequence?
25. How does [Agency] know that the changes you've just discussed are related to the integration of homosexuals in the workplace?
26. In closing, what advice would you offer to other [police/fire] departments that want to implement a non-discrimination policy or other programs intended to facilitate the integration of homosexual officers/fire fighters?
- a. What should agencies do to ensure such policies or guidelines are implemented as smoothly as possible?
 - b. [Probe if applicable:] What could they do to avoid some of the frictions or pitfalls that [Agency] encountered?

HR/EEO Interview Protocol

[Interviewer: At start of the interview, share the short policy and programs questionnaire and request its completion. Ideally, leave the agency with a completed version.]

Personal and Agency Background

1. How long have you been at [Agency] and in your current position?
2. What are the main responsibilities of your current position?
 - a. [Probe if needed:] What are your responsibilities related to diversity management policies and training?
 - b. [Probe if needed:] What are your responsibilities related to non-discrimination policies and training?
 - c. [Probe if needed:] What are your responsibilities related to sexual harassment policies and training?
 - d. [Probe if needed:] What is your involvement in the EEO process?
3. As I noted earlier, we are visiting [Agency] to learn about its experience integrating homosexual officers/fire fighters into the workforce. First, does or did [Agency] ever have a policy in place that prohibited homosexuals from working here?
 - a. [If yes] Please tell me about it. What is/was the policy, and when was it in effect?
 - b. Are or were there any official policies that ban homosexuals from working in specific positions or on specific tasks? Any informal practices? If yes, please tell me about them.
4. What would you consider to be pivotal events or decisions related to the integration of homosexual officers/firefighters at [Agency]? By that I mean events or decisions that are a memorable part of its history and contributed to today's work environment.
 - a. [Prompt if needed:] For example, was there a change in the [Agency's] non-discrimination policy, or a debate about whether same sex partners should be eligible for the same benefits as spouses?
 - b. [For agencies with a pivotal policy change or event:] Please tell me about it/them. What was the event or decision, and when did it/they happen?

Policy and Program Overview

5. One of the key takeaways we hope to get from our interview with you today is a good understanding of the policies and programs that [Agency] currently has in place to either protect homosexual

officers/fire fighters or to facilitate their integration into the workplace. We've already given you a short questionnaire to fill out, just as we've done or plan to do with other agencies participating in our study, but could you also briefly describe the policies or procedures that are in place to protect homosexual officers/fire fighters from a hostile work environment?

- a. [Prompt if needed:] For example, does [Agency] expressly address sexual orientation in its non-discrimination policy or in sexual harassment training?
6. Please tell us about any programs or initiatives that [Agency] has in place to facilitate their integration into the workplace. For example, do [Agency] diversity policies or sensitivity training sessions expressly refer to sexual orientation as a type of diversity?
 - a. Has [Agency] articulated a "business case" for diversity in sexual orientation? [If yes:] What is it?
7. How does [Agency] handle issues of privacy, such as in bathrooms or locker rooms?
 - a. [For Fire Depts, if needed:] We're also interested in how [Agency] has handled living arrangements for homosexual fire fighters serving at fire houses. What guidelines are there, if any, for homosexual fire fighters in the communal living environment?
8. Are there other [Agency] programs or policies that focus on or explicitly address sexual orientation that we haven't discussed? If yes, please tell us about them.
9. What do you think motivated the [Agency] to develop and implement the various policies and programs you've just described for us?
 - a. [Prompt if needed:] We're interested in learning about the internal reasons as well as any external events that influenced [Agency] to adopt the policies and programs.
 - b. Were there any problems that these programs and policies were a response to, such as a case of same-sex sexual harassment or an incident in which heterosexual officers/fire fighters were reluctant to work with a known gay or lesbian officer/fire fighter? If yes, please describe them. If there were many problems, typical or notable examples would suffice.
10. At present, what measures does [Agency] take to ensure that new employees and newly promoted leaders are aware of these programs and policies?
11. At present, what measures does [Agency] take to ensure that employees and leaders adhere to the policies?

[Interviewer: Before moving any, request copies of agency materials that document, summarize, or illustrate the policies and practices just discussed.]

Pivotal Policy Changes – Implementation and Response

[Interviewer: Questions 12-15 pertain to a pivotal policy change identified in Question 4. If multiple policy changes were cited and/or nothing was regarded as pivotal, focus on the most significant change that emerged in response to Questions 5-8, which is most likely adding homosexuals to a non-discrimination policy or their designation as a protected class.]

12. You mentioned [insert policy change, like changes to a non-discrimination policy] as a pivotal event in [Agency's] history. We're interested in learning about the steps [Agency] took – or may still be taking – to carry out the changes you just described. Specifically, please describe how [Agency] announced the changes to its workforce and educated both leadership and officers/fire fighters about what it would mean for them.
 - a. Did the announcements precede the changes, or did the changes go into effect immediately?
 - b. How was information about the changes conveyed? For example, was there an all-hands meeting, or perhaps some sort of documentation was sent to all employees?
13. How supportive were [Agency] leadership and employees at the time?
 - a. Were there any memorable incidents or problems in response to the change(s)/event(s)? If yes, please tell me about them, including how [Agency] handled the situation(s).
 - b. [Probe if needed:] Did [Agency's] officers/fire fighters express any fear or anxiety relate to it? If yes, please tell me about that, including how [Agency] handled their concerns.
 - c. [Probe if needed:] Did the [Agency] lose – or gain – any officers/fire fighters in response to the change(s)/event(s)? If yes, please tell me about that, including the types of employees involved.

14. We're also interested in the support or opposition that [Agency] encountered from external stakeholders when the change(s)/event(s) transpired. Were there memorable responses from local residents, local government officials, or any affinity or advocacy groups, for example? If yes, please tell us about them.
 - a. [If responses included opposition:] How did [Agency] handle those concerns or objections?
15. Have there been any changes to the policy or programs related to it since they were initially put in place? If yes, what types of changes?
 - a. Why were they necessary?

Current Work Environment

16. Thank you for that detailed discussion of [Agency's] policies and programs. My next set of questions pertains to the current work environment at [Agency]. First, to the best of your knowledge, how many homosexual officers/fire fighters currently work at [Agency]?
 - a. [Probe if needed:] What percentage of the Agency's officers/fire fighters do they constitute?
 - b. [If estimate provided:] How have their numbers changed over time?
 - c. How does the [Agency] know who's gay? Have you found that homosexual officers/fire fighters typically make their sexual orientation known to their colleagues?
17. Are there certain departments or functions that tend to have known gays or lesbians than other departments or functions? If yes, which ones?
 - a. What problems, if any, has that created? How did [Agency] handle the situation(s)?
18. We're interested in understanding how known gay or lesbian officers/fire fighters assigned to a unit may affect it, either positively or negatively. First, in units with known gays or lesbians, how well do other officers/fire fighters get along with them?
19. What about unit performance? Are there units at [Agency] whose performance was affected by the presence of known gays or lesbians? [If yes:] Please tell me about typical or notable examples, including how the [Agency] knew homosexuality was a factor and how the situations were handled.
20. To the best of your knowledge, does [Agency] have known gays or lesbians in leadership positions? If yes, please tell me about their role(s).
 - a. Have the officers/fire fighters reporting to them expressed any discomfort related to their superior's sexual orientation? If yes, please tell me about typical or notable examples, including how [Agency] handled the situation(s).
 - b. Has that leader/have those leaders ever have difficulty maintaining good order and discipline in the unit? If yes, please tell me about that, including how [Agency] handled the situation.
21. Before I move on to another topic, are there other ways that the presence of known gays or lesbian has affected units at [Agency], either in terms of task performance or social interactions, that we haven't discussed?
 - a. [If other negative effects identified:] What has [Agency] done to address that/them?
 - b. Do lesbians in a unit have different effects, either socially or on performance, than gay men? If yes, please tell me about typical or notable examples.

Problems, Their Resolution, and Policy Effectiveness

22. We've touched on this a bit already, but I'd like to ask specifically: How does [Agency] address problems related to sexual orientation? This may include issues related to unit functioning, like what we just discussed, as well as allegations of sexual harassment or discrimination.
 - a. Have there been cases of sexual harassment in which homosexuality or suspected homosexuality was an issue? If yes, please tell us briefly, without giving names, about typical or memorable incidents, including how they were handled.
 - b. Have there been any instances in which an officer/fire fighter refused to work with someone or requested a transfer because of concerns about homosexuality? If yes, please tell me about that, including how [Agency] handled the situation(s).
 - c. Have [Agency] officers/fire fighters ever refused to shower [for Fire Depts, add: "or sleep"] in the same facilities as a known gay or lesbian officer/fire fighter? If yes, please tell me about typical or notable examples, including how [Agency] handled the situation(s).
 - d. Has [Agency] fielded complaints from heterosexual officers/fire fighters about reverse discrimination, such as losing a promotion to a gay or lesbian colleague, or some other type of preferential treatment for gay or lesbian officers/fire fighters? If yes, please tell me about

typical or notable examples, including how [Agency] responded to that complaint/those complaints.

23. [For agencies with a long-standing policy change or history:] Since [Agency] made changes related to homosexual officers/fire fighters in the workplace, how have problems related to sexual orientation changed, if at all?
 - a. What new issues have emerged, if any?
24. Taking these problems and other, perhaps more positive experiences into consideration, how effective have the [Agency's] policies and programs related to homosexuals in the workplace been?
 - a. [Prompt if needed:] For example, how has the work environment at [Agency] improved for known gays and lesbians, if at all?
 - b. How is the effectiveness of those policies and programs measured?
 - c. [Probe if needed:] How have [Agency's] sexual harassment claims changed over time? For instance, are there more claims now from homosexual officers/fire fighters related to their sexual orientation? Or perhaps more heterosexual officers/fire fighters claiming harassment by same sexual homosexual officer/fire fighters?
25. Earlier we discussed the influence that homosexual officers/fire fighters currently have on unit functioning and performance. My last set of questions pertains to the overall effects, either positive or negative, that they have had over the years at [Agency].
 - a. What changes, if any, in the behavior of [Agency's] homosexual employees have occurred through the years? For example, are they more open now about their sexual orientation? If yes, how so?
 - b. [Probe if needed:] Have there been changes in recruiting, such as in the number of recruits, or changes in the types of people interested in working at [Agency] that stem from its treatment of homosexual officers/fire fighters or just their visible presence at [Agency]?
 - c. Speaking of recruiting, does [Agency] actively recruit homosexual candidates? [If yes:] Why? What does it do to target them?
 - d. [Probe if needed:] How has [Agency's] treatment of homosexual officers/fire fighters or just their visible presence affected retention over time? Are you aware of any officers/fire fighters that left [Agency] because of issues related to homosexuality? If yes, please tell me about typical or notable examples.
26. How does [Agency] know that the changes you've just discussed are related to the integration of homosexuals in the workplace?
27. In closing, what advice would you offer to other [police/fire] departments that want to implement a non-discrimination policy or other programs intended to facilitate the integration of homosexual officers/fire fighters?
 - a. What should agencies do to ensure such policies or guidelines are implemented as smoothly as possible?
 - b. [Probe if applicable:] What could they do to avoid some of the frictions or pitfalls that [Agency] encountered?

[Interviewer: Reiterate request for any documents interview subject can share about the policies and training materials discussed; also request any effectiveness measures that can be shared – e.g., survey results, changes in harassment or discrimination complaints over time.]

Employee Union Leadership Interview Protocol

Personal and Agency Background

1. How long have you worked in [law enforcement/fire fighting], and in what capacities?
 - a. [Probe if needed:] How long have you been at [Agency] and in your current position?
 - b. [Probe if needed:] How long have you been a union leader/official?
2. What are the main responsibilities of your union leadership role?
 - a. [Probe if needed:] What is your involvement in handling officer/fire fighter complaints related to their working conditions?

3. As I noted earlier, we are visiting [Agency] to learn about its experience integrating homosexual officers/fire fighters into the workforce. What would you consider to be pivotal events or decisions related to the integration of homosexual officers/firefighters at [Agency]? By that I mean events or decisions that are a memorable part its history and contributed to today's work environment.
 - b. [Prompt if needed:] For example, was there a change in the [Agency's] non-discrimination policy, or a debate about whether same sex partners should be eligible for the same benefits as spouses?
 - c. [For agencies with a pivotal policy change or event:] Please tell me about it/them. What was the event or decision, and when did it/they happen?

Current Work Environment

4. Thank you for sharing that background. My next set of questions pertains to the current work environment at [Agency]. First, to the best of your knowledge, how many homosexual officers/fire fighters currently work at [Agency]?
 - a. [Probe if needed:] What percentage of the Agency's officers/fire fighters do they constitute?
 - b. [If estimate provided:] How have their numbers changed over time?
 - c. How does the [Agency] know who's gay? Have you found that homosexual officers/fire fighters typically make their sexual orientation known to their colleagues?
5. Are there certain departments or functions that tend to have known gays or lesbians than other departments or functions? If yes, which ones?
 - a. What problems, if any, has that created? How did [Agency] and/or the union handle the situation(s)?
6. We're interested in understanding how known gay or lesbian officers/fire fighters assigned to a unit may affect it, either positively or negatively. First, in units with known gays or lesbians, how well do other officers/fire fighters get along with them?
 - a. Are they ever ostracized or excluded from unit social activities? If yes, please tell me about typical or notable examples, including how [Agency] and/or the union handled the situation(s).
 - b. Do they bring their partners to social events? If yes, how has that been received by other members of their unit?
 - c. Has [Agency] found that gays or lesbians are typically disliked by other members of their unit? If yes, how has [Agency] and/or the union handled that type of situation?
7. How does [Agency] handle issues of privacy, such as in bathrooms or locker rooms?
 - a. [For Fire Depts, if needed:] How has [Agency] handled living arrangements for homosexual fire fighters serving at fire houses? What guidelines are there, if any, for homosexual fire fighters in the communal living environment?
 - b. Have [Agency] officers/fire fighters ever refused to shower [for Fire Depts, add: "or sleep"] in the same facilities as a known gay or lesbian officer/fire fighter? If yes, please tell me about typical or notable examples, including how [Agency] and/or the union handled the situation(s).
8. What about unit performance? Are there units at [Agency] whose performance was affected by the presence of known gays or lesbians?
 - a. [If yes:] Please tell me about typical or notable examples, including how the [Agency] knew homosexuality was a factor and how the situations were handled.
 - b. Has the presence of know gays or lesbians ever interfered with a unit's ability to effectively coordinate their efforts to work together as a team? If yes, in what ways?
9. To the best of your knowledge, does [Agency] have known gays or lesbians in leadership positions? If yes, please tell me about their role(s).
 - a. Have the officers/fire fighters reporting to them expressed any discomfort related to their superior's sexual orientation? If yes, please tell me about typical or notable examples, including how [Agency] and/or the union handled the situation(s).
 - b. Has that leader/have those leaders ever have difficulty maintaining good order and discipline in the unit? If yes, please tell me about that, including how [Agency] and/or the union handled the situation.
10. Before I move on to another topic, are there other ways that the presence of known gays or lesbian has affected units at [Agency], either in terms of task performance or social interactions, that we haven't discussed?

- a. [If other negative effects identified:] What has [Agency] or the union done to address that/them?
- b. Do lesbians in a unit have different effects, either socially or on performance, than gay men? If yes, please tell me about typical or notable examples.

Policies, Programs, and Problem Resolution

11. As I mentioned earlier, we are also interested in learning more about the policies that [Agency] has in place to protect homosexual officers/fire fighters as well as any programs intended to facilitate their integration, such as benefits or sensitivity training. Please tell me about policies or programs that the union was involved in developing or implementing, if any.
 - a. What policies or programs related to the integration of homosexual officers/fire fighters, if any, has the union opposed? Why?
 - b. What policies or programs related to the integration of homosexual officers/fire fighters would the union like to see implemented in the future?
12. How satisfied is the union with the practices [Agency] takes to ensure that new employees are made aware of those programs and policies? Why?
 - a. What suggestions for improvement, if any, does the union have?
13. How satisfied is the union with the practices [Agency] takes to ensure that employees *adhere* to those policies? Why?
 - a. What suggestions for improvement, if any, does the union have?
14. Overall, how supportive have union members been of policies intended to protect or otherwise facilitate the integration of homosexual officers/fire fighters at [Agency]?
 - a. How has this support (or lack of support) changed over time?
15. What portions of union membership, if any, objected to these policies and programs, and why?
 - a. [Probe as needed:] Were there certain aspects of the policies and programs that they opposed?
 - b. [Probe as needed:] How did they make their concerns known?
16. How did the [Agency] and/or the union handle such concerns or objections?
17. We've touched on this a bit already, but I'd like to ask specifically: How does [Agency] address problems related to sexual orientation? This may include issues related to unit functioning, like what we just discussed, as well as allegations of sexual harassment or discrimination.
18. What is the union's role in handling problems related to sexual orientation?
19. Have there been cases of sexual harassment in which homosexuality or suspected homosexuality was an issue? If yes, please tell us briefly, without giving names, about typical or memorable incidents, including how they were handled.
20. Have there been any instances in which an officer/fire fighter refused to work with someone or requested a transfer because of concerns about homosexuality? If yes, please tell me about typical or memorable situations, including how they were handled.
21. What other complaints or grievances related to sexual orientation have come to the union's attention? Note we're not only interested in ones lodged by homosexual officers/fire fighters, but also any made by heterosexual ones.
 - a. Has [Agency] or the union fielded complaints from heterosexual officers/fire fighters about reverse discrimination, such as losing a promotion to a gay or lesbian colleague, or some other type of preferential treatment for gay or lesbian officers/fire fighters? If yes, please tell me about typical or notable examples, including how the complaint/those complaints were handled.
22. [For agencies with a long-standing policy:] Since [Agency] implemented policies and programs intended to help integrate homosexual officers/fire fighters, how have the problems related to sexual orientation changed, if at all?
 - a. What new issues have emerged, if any?
 - b. How has the union's role in handling issues related to sexual orientation evolved?

Reflections on Policy Effectiveness and Overall Effects

23. Overall, how effective have the [Agency's] policies and programs related to homosexuals in the workplace been? As before, I'm referring both to policies intended to offer protection, like a sexual harassment policy, as well as programs like diversity training.
- [Prompt if needed:] For example, how has the work environment at [Agency] improved for known gays and lesbians, if at all?
 - How is the effectiveness of those policies and programs measured?
 - [Probe if needed:] How have [Agency's] sexual harassment claims changed over time? For instance, are there more claims now from homosexual officers/fire fighters related to their sexual orientation? Or perhaps more heterosexual officers/fire fighters claiming harassment by same sexual homosexual officer/fire fighters?
24. Earlier we discussed the influence that known gay and lesbian officers/fire fighters currently have on unit functioning and performance. My last set of questions pertains to how the presence of known gay and lesbian officers/fire fighters has affected [Agency] more generally over the years.
- What changes, if any, in the behavior of homosexual employees at [Agency] have occurred through the years? For example, are they more open now about their sexual orientation? If yes, how so?
 - [Probe if needed:] Have there been changes in recruiting, such as in the number of recruits, or changes in the types of people interested in working at [Agency] that stem from its treatment of homosexual officers/fire fighters or just their visible presence at [Agency]?
 - [Probe if needed:] How has [Agency's] treatment of homosexual officers/fire fighters or just their visible presence affected retention over time? Has there been a net gain or loss of employees stemming from this?
25. In closing, what advice would you offer to other [police/fire] departments that want to implement a non-discrimination policy or other programs intended to facilitate the integration of homosexual officers/fire fighters?
- What should agencies do to ensure such policies or guidelines are implemented as smoothly as possible?
 - [Probe if applicable:] What could they do to avoid some of the frictions or pitfalls that [Agency] encountered?

Data Safeguarding Plan

RAND Update of 1993 Study on Sexual Orientation and U.S. Military Personnel Policy

Police/Fire/Federal Task

Greg Ridgeway, Task Leader

PROJECT DESCRIPTION

At the request of the Department of Defense, RAND is conducting a study to inform policy decisions related to homosexual men and women serving in the U.S. military. This is an update to research we conducted in 1993. One part of RAND's research pertains to understanding how public safety agencies in the U.S. (e.g., police departments, fire departments, and federal agencies like the FBI and DEA) have approached integrating homosexual employees into the workforce, what motivated policy changes and initiatives related to sexual orientation, how they were implemented, and what the results of those changes have been, including how any difficulties have been resolved. Accordingly, RAND is interviewing representatives from police and fire departments serving six different cities (still to be determined) as well as from federal agencies such as the FBI, DEA, USAID, and Border Patrol. For police and fire departments, the informants we plan to meet with agency leadership, individuals responsible for corporate functions like human resources and recruiting, and, if applicable, employee union leadership. Our interviews with federal agencies will likely include similar individuals.

Responsibility for Data Safeguarding

- Greg Ridgeway, the task leader, has overall responsibility for data safeguarding. Project team members involved in conducting and documenting the interviews will also have responsibility for data safeguarding.
- Project staff will comply with RAND policies and procedures to protect the privacy of the data at the "Limited Access" level (<http://smdbsrv1.rand.org/DataProtection/Default.aspx?r=21,118,120,122,128,131>). In other words, the project team will be advised that the interview data are not for open RAND viewership or public disclosure.

Data Sensitivity and Disclosure Risks

- Our interviews are intended as key informant interviews, which questions related to an individual's formal, official responsibilities (e.g., conducting diversity training, supervising homosexual and heterosexual employees). However, if an interview subject expresses controversial views or critical opinions about homosexuals in the workplace, and these remarks become known to his/her employer, it may affect his/her employability. The subject may also feel embarrassment if this happens. Disclosure may result in moderate harm, and the probability of such an injury is minimal.

- During the course of our data collection efforts, lists of interview subjects will be developed and maintained. For logistical and analytical purposes, names and contact information for interview subjects will need to be retained, albeit temporarily. Further, subjects will be given the opportunity to include themselves on the distribution list for the report, if they so choose, but they will not be identified as interview subjects on this list (which includes many non-interviewees as well), and the distribution list is intended for internal RAND administrative purposes only.
- It is possible that a point of contact (POC) will assist the project team in identifying interview subjects and scheduling our visit. We will request that the POC destroys any list of interviewees he or she has created.

Data Transmittal

- Only RAND project team members will be involved in the collection and transmission of data. The data from the RAND interviews will consist only of written notes.
- Interview notes without direct identifiers may be e-mailed between RAND project team members using the "RAND Sensitive" label.
- The client will not receive a copy of interview notes.

Respondent Agreements

- As suggested above, subjects will be selected based on their official capacity or organizational role. They likely will include agency leadership, lower level leadership with more direct supervision of rank-and-file members, personnel responsible for corporate functions like human resources and recruiting, and employee union leadership.
- An oral consent protocol has been provided under separate cover to the RAND Human Subjects Protection Committee and is appended herein.

Auditing and Monitoring Plans

- No special audit or monitoring plans

Data Safeguarding Procedures

- RAND has a system security plan for each specific project that requires NIST compliance in accordance with NIST 800-18. RAND is in compliance with federal guidelines regarding the use and storage of various forms of sensitive data. RAND's information policies and practices as well as our information systems have passed all audits and inspections conducted by federal agencies.
- In accordance with the Federal Information Security Management Act (FISMA), federal agencies require RAND to comply with the National Institute of Standards and Technology (NIST) information security standards for projects performed on their behalf.

In support of this requirement, RAND develops, disseminates, and periodically reviews and updates documented policies and procedures to facilitate the implementation of security controls per NIST Special Publication 800-53.

- During field work, laptop computers will be protected following procedures outlined at <http://intranet.rand.org/computing/security.away.html>. For instance, RAND project team members will keep their laptops in sight and will not include laptops with any checked baggage. Should it be necessary to leave a laptop in a car, it will be locked in the trunk. Only RAND encrypted computers will be used.
- Soft copy interview notes will be stored on disks or CD-ROMs in a locked cabinet, or on personal RAND computers secured with password software. Hard copy interview notes will be kept in a locked cabinet prior to their destruction. Files stored in a non-RAND location like an external hard drive will be encrypted.
- We will exclude direct identifiers when typing up hard copy interview notes (i.e., soft copy interview notes will not contain direct identifiers like names or email addresses).
- We will work to ensure that it is not be possible from our written report to discern interview subjects' identities or which comments emerged from a particular interview. The consent language discusses our plans to attribute findings based on the subject's organization (characterized in broad terms like "[city] police department" or "[city] FBI branch") rather than by individual name or job title. If the risk of identification via inference is still high for an individual given his or her particular organization, information from his or her interview will be presented in conjunction with other evidence and/or will not be attributed to a specific organization type.
- Hard copy interview notes will be destroyed when the project is completed. Soft copy interview notes without direct identifiers will be retained in order to use them in subsequent, related research efforts.
- The RAND project team will adhere to additional RAND data safeguarding procedures as highlighted at <http://intranet.rand.org/groups/hspc/dsp-template.html>. Specifically,
 - We will train staff on data sensitivity and data safeguards being employed.
 - We will control by password files left on computers.
 - As noted above, after the project is complete, we will destroy hard copy interview notes and any lists of interview participants.
 - We will report all serious violations of the Data Safeguarding Plan in writing to the Principal Investigator, with a copy to the Privacy Resource Office. In addition, any laptops lost or stolen will be reported to the DoD Defense Privacy Office.