



Appendix F: Sexual Harassment Assessment



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Sexual harassment has no place in the Department of War (DoW). In policy and in practice, DoW strives to provide a respectful workplace for all warfighters and employees, free from sexually harassing behaviors. DoW's goal is to provide the highest quality response and to hold offenders appropriately accountable.¹ All who experience sexual harassment should be able to report the behavior without fear of reprisal or retaliation.

This appendix reports on complaints of sexual harassment received by the Military Services in Fiscal Year 2025 (FY 2025), from October 1, 2024, to September 30, 2025.

Definition of Sexual Harassment

During the period covered by this report, sexual harassment, as defined by paragraph 107a of Part IV of the Manual for Courts-Martial, means:

- That the accused knowingly made sexual advances, demands or requests for sexual favors, or knowingly engaged in other conduct of a sexual nature;
- That such conduct was unwelcome;
- That, under the circumstances, such conduct:
 - Would cause a reasonable person to believe, and a certain person did believe, that submission to such conduct would be made, either explicitly or implicitly, a term or condition of a person's job, pay, career, benefits, or entitlements;
 - Would cause a reasonable person to believe, and a certain person did believe, that submission to, or rejection of, such conduct would be used as a basis for decisions affecting that person's job, pay, career, benefits, or entitlements; or
 - Was so severe, repetitive, or pervasive that a reasonable person would perceive, and a certain person did perceive, an intimidating, hostile, or offensive working environment; and

That, under the circumstances, the conduct of the accused was either: (i) to the prejudice of good order and discipline in the armed forces; (ii) of a nature to bring discredit upon the armed forces; or (iii) to the prejudice of good order and discipline in the armed forces and of a nature to bring discredit upon the armed forces.

Top Line Results of FY 2025 Sexual Harassment Complaints

Based on information provided by the Military Services, in FY 2025, there were 2,929 complaints of sexual harassment. Of these, 2,167 were formal, 331 were informal, and 431 were anonymous.

Of the 2,167 total formal sexual harassment complaints, 1,214 were resolved,² 557 remained pending at the close of FY 2025, and 402 were of unknown status.³ Of the 1,214 resolved complaints, 607 were substantiated, 573 were unsubstantiated, 32 were dismissed, and 2 were withdrawn. The majority of substantiated sexual harassment complaints involved crude behavior and/or unwanted sexual attention.

¹ Military Department policy may also prohibit sexual harassment in accordance with Article 92 of the UCMJ.

² A complaint is resolved when it is substantiated, unsubstantiated, dismissed, referred, or withdrawn.

³ "Unknown" includes standalone cases of NDPSI, or the status was not reported by the Military Services.

As of January 1, 2025, formal complaints of sexual harassment substantiated in accordance with regulations prescribed by the Secretary concerned are covered offenses within the exclusive authority of special trial counsel. The 607 substantiated complaints were associated with 603 complainants and 563 alleged offenders. The majority of complainants were E1-E4 women while the majority of alleged offenders were E1-E4 men, revealing an area of needed intervention in our junior enlisted population. There were 522 substantiated offenders associated with the 607 substantiated formal complaints. The majority of these substantiated offenders (380) received disciplinary actions, with the most common being nonjudicial punishment, administrative discharge, and other administrative actions. Additionally, there were 24 complaints of retaliation this FY.

Oversight Responsibilities

The Assistant Secretary of War for Manpower and Reserve Affairs, under the Under Secretary of War for Personnel and Readiness (USW(P&R)), develops and promulgates policy and procedural guidance for DoW's Harassment Prevention and Response Program. The Harassment Prevention and Response Program oversees Department-wide harassment prevention and response policy, training and education, and data collection and analysis.

Overview of Sexual Harassment Prevention Efforts

The Department issued DoW Instruction (DoWI) 6400.11, "DoD Integrated Primary Prevention Policy for Prevention Workforce and Leaders," on December 20, 2022. It establishes a new Integrated Primary Prevention Workforce (IPPW) with roles, responsibilities, and requirements for assessment, evaluation, and training for IPPW personnel and leaders. To proactively prevent harmful behaviors in military communities, the policy provides that DoW will establish and maintain a robust, enterprise-wide IPPW capability by implementing the following: a trained and full-time IPPW; enhanced prevention data collection; effective use of findings from the Command Climate Assessment (CCA) to address climate concerns; and empowered Service members to maintain a safe environment.

The CCAs primarily serve as organizational development tools to help commanders and leaders build positive organizational climates, allowing them to identify areas for improvement and take appropriate actions to address challenges within their organization that include, but are not limited to sexual assault, harassment, retaliation, suicide, domestic abuse, and child abuse.

The Prevention Plan of Action (PPoA) 2.0 for 2022 to 2024, published in May 2022, established a framework to guide the development, implementation, and evaluation of integrated primary prevention. This approach aligns competing priorities, increases program effectiveness, ensures efficient use of resources, and helps leaders cultivate safe and healthy climates across the military community. The PPoA 2.0 involves taking action to decrease harmful behaviors and reduce their impact on readiness and retention in a way that:

- Incorporates values of inclusivity, connectedness, dignity, and respect (access, equity, rights, and participation)—including the elevation of Service members' and their families' voices—to inform plans, processes, and trainings;
- Recognizes and adjusts plans, processes, and trainings to be responsive to changing climate issues and populations that have been disproportionately impacted by harmful acts;
- Intentionally seeks to align and find common operating principles across prevention efforts and offices (e.g., equal opportunity, drug reduction response, suicide prevention, sexual assault prevention); and

- Incorporates multiple lines of effort across individual, interpersonal, and community/organizational levels.

Overview of Sexual Harassment Response Efforts

The Department continues to review and develop substantive updates to incorporate statutory requirements and improve the response measures detailed in DoWI 1020.03, “Harassment Prevention and Response in the Armed Forces.” Concurrently, the Department is engaged in resourcing and staffing efforts to better support response efforts, including the use of independent trained investigators. Furthermore, DoW leaders continue to take appropriate administrative or disciplinary corrective action when an allegation of harassment is substantiated. This includes documenting an offender’s substantiated harassment in the appropriate personnel records system, and initiation of involuntary separation for substantiated offenders.

Since 2021, the Department conducts On-Site Installation Evaluation (OSIE) assessments at select military sites. The OSIE provides insight on risk and protective factors enabling the Department to address prevention and response efforts more effectively for sexual assault, harassment, and suicide.

Finally, the Department continues to expand its data collection and analysis tools to better inform its response efforts. The Department started the process to develop an integrated data solution to improve sexual harassment data collection. Additionally, with the use of surveys, DoW can assess whether available reporting measures are known, accessible, trusted, and effective.

DoW Harassment Prevention and Response Assessment

The Department has multiple policies that speak to its measures to address sexual harassment of Service members:

- DoDI 1020.03, “Harassment Prevention and Response in the Armed Forces,” February 8, 2018, incorporating Change 3, January 17, 2025.⁴ This DoDI:
 - Establishes a comprehensive, DoW-wide harassment prevention and response program;
 - Affirms the Department’s position that it does not tolerate or condone harassment;
 - Provides requirements for Military Department harassment prevention and response policies and programs for Service members;
 - Provides training and education requirements and standards; and
 - Implements Section 1561 of Title 10, U.S.C.
- DoDI 1350.02, “DoD Military Equal Opportunity Program,” September 4, 2020, incorporating Change 1, December 20, 2022.⁵ This DoDI:
 - Establishes policy, assigns responsibilities, and provides procedures for the DoW Military Equal Opportunity (MEO) Program; and
 - Establishes the functions of the Defense Equal Opportunity Management Institute (DEOMI) and the DEOMI Board of Advisors.

⁴<https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/102003p.PDF>

⁵ <https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/135002p.pdf>

- DoDI 6400.11, “DoD Integrated Primary Prevention Policy for Prevention Workforce and Leaders,” December 20, 2022, Change 1, April 4, 2023.⁶ This DoDI:
 - Establishes and implements policy, assigns responsibilities, prescribes procedures, and identifies requirements for addressing the primary prevention of harmful behaviors, as defined in the glossary, in military communities;
 - Establishes roles, requirements, and training and education standards for full-time and part-time Integrated Primary Prevention personnel;
 - Establishes learning objectives for leaders to oversee and support prevention activities; and
 - Provides assessment and evaluation requirements for IPPW oversight.

Sexual Harassment Complaint Reporting Procedures

For Service members, sexual harassment may be reported to a variety of persons using formal, informal, anonymous, or confidential procedures. A *formal complaint* is a complaint that is submitted in writing to the staff designated to receive such complaints in Military Department operating instructions and regulations or a complaint that the commanding officer or other person in charge of the organization determines warrants an investigation. Data concerning formal complaints was obtained from Military Service and National Guard Bureau (NGB) MEO offices, with the exception of Army whose data was obtained from its Sexual Harassment/Assault Response and Prevention (SHARP) Program.

An *informal complaint* is an allegation made either orally or in writing, that is not submitted as a formal complaint through the office designated to receive harassment complaints. The allegation may be submitted to a person in a position of authority within or outside of the Service member’s organization. Such complaints may be resolved at the lowest level through intervention by the first-line supervisor and/or using alternative dispute resolution techniques, such as mediation.

An *anonymous complaint* is an allegation of sexual harassment received by a commanding officer or supervisor, regardless of the means of transmission, from an unknown or unidentified source. The complainant is not required to divulge any personally identifiable information. If an anonymous complaint contains sufficient information to permit the initiation of an investigation, the commanding officer or supervisor will initiate the investigation in accordance with DoDI 1020.03, and any Service-specific guidance. If an anonymous complaint does not contain sufficient information to permit the initiation of an investigation, the information would be documented in a Memorandum for the Record and maintained on file in accordance with disposition instructions and the central point of contact responsible for processing harassment complaints.

A *confidential* complaint allows a member of the Armed Forces to confidentially report an allegation of sexual harassment to an individual outside of their immediate chain of command. This provides access to supportive services without automatically initiating an investigation, similar to the process for a Restricted Report of sexual assault. All Military Departments have issued policies to support this option, expanding the avenues available for members to seek assistance.

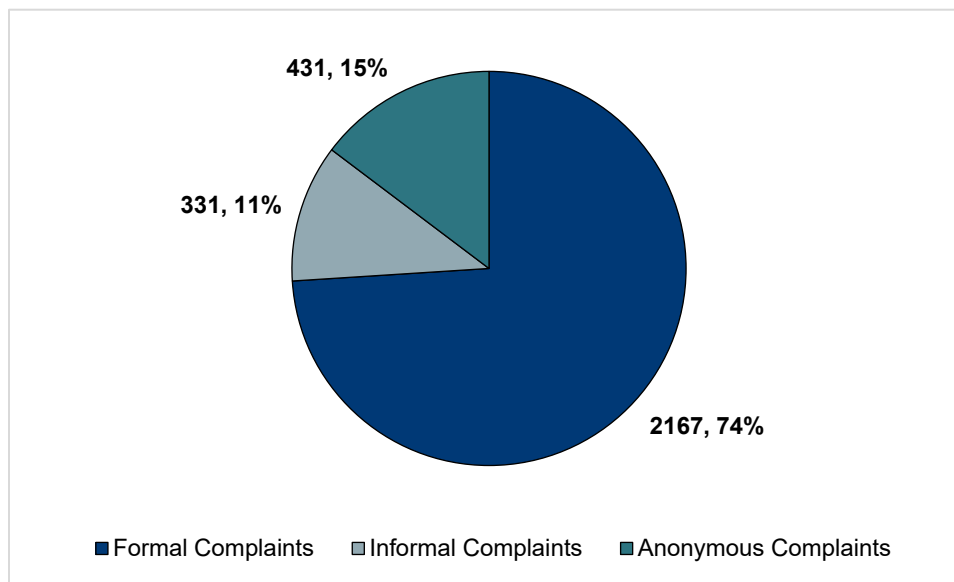
⁶ <https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/640011p.PDF>

FY 2025 Sexual Harassment Complaints

Total Sexual Harassment Complaints in FY 2025

Based on information provided by the Military Services, in FY 2025, there were 2,929 complaints of sexual harassment. Of which, 2,167 were formal, 331 were informal, 431 were anonymous, and 0 were reported as an unknown complaint type. Figure 1 breaks down the number of complaints by type.

Figure 1. FY 2025 Total Sexual Harassment Complaints by Type



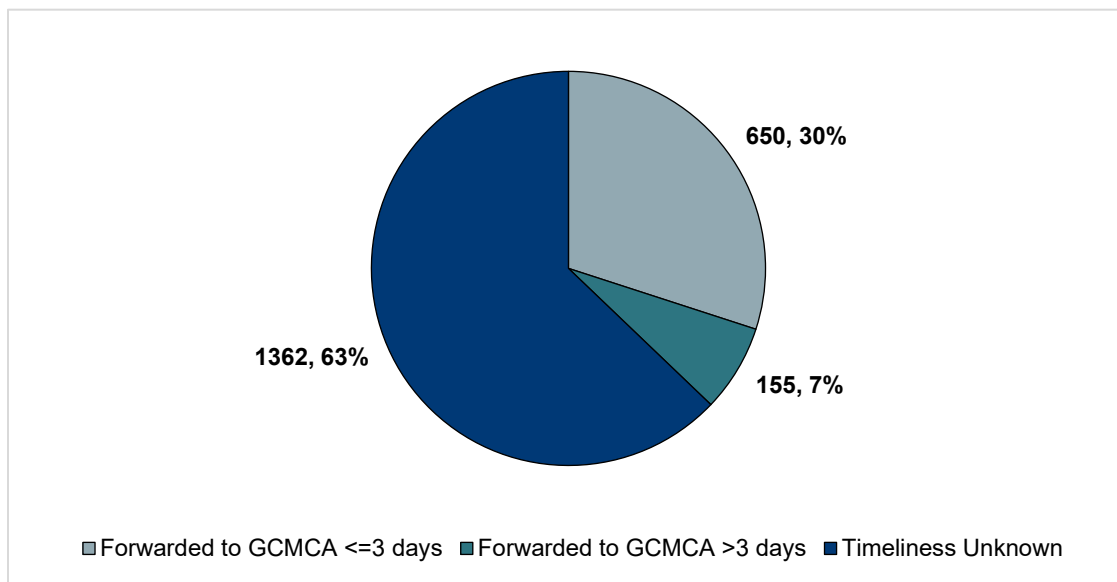
Formal Complaints

During FY 2025, the Military Services and NGB received, processed, and investigated a total of 2,167 formal sexual harassment complaints. The data indicate a 10 percent increase in FY 2025 from the 1,969 formal complaints that were received, processed, and investigated in FY 2024.

Timeliness of Reporting

DoW policy requires that, to the extent practicable, commanders will forward sexual harassment complaint information or allegations to a general court-martial convening authority (GCMCA) within three days of receipt. In FY 2025, 650 formal complaints of sexual harassment were forwarded to a GCMCA within five days and 155 were forwarded to GCMCA after more than five days. The timeliness of 1,362 complaints was unknown (Figure 2).

Figure 2. Timeliness of Reporting for Formal Complaints of Sexual Harassment

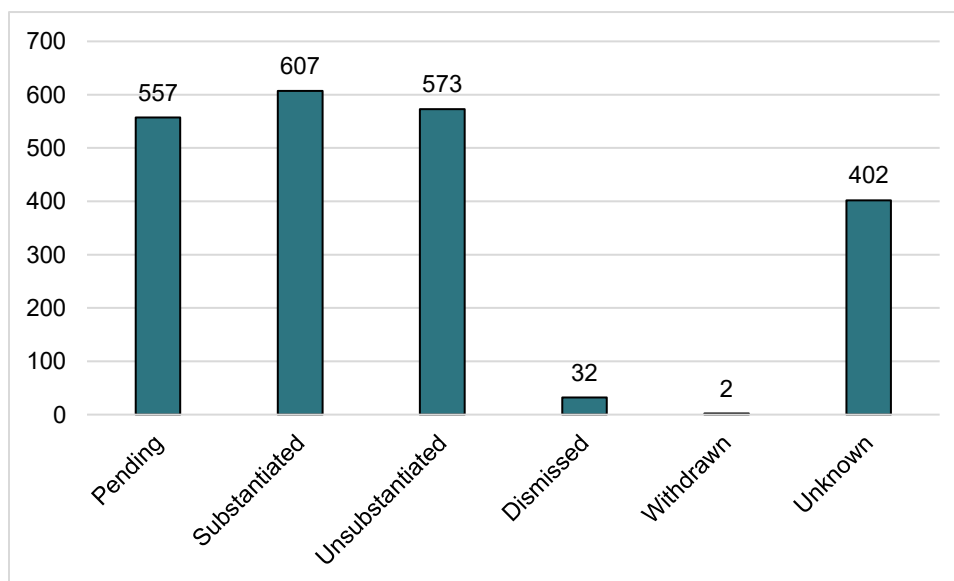


Complaint Disposition

Following completion of a commander-directed investigation, commanders determined whether formal complaints of sexual harassment were substantiated or unsubstantiated based on the evidence obtained.

Figure 3 displays the case statuses of the FY 2025 formal complaints. The numbers are broken down by complaint disposition: substantiated, unsubstantiated, dismissed, pending, unknown, or withdrawn.

Figure 3. Formal Sexual Harassment Case Status by Complaint Disposition



Nature of Substantiated Incidents

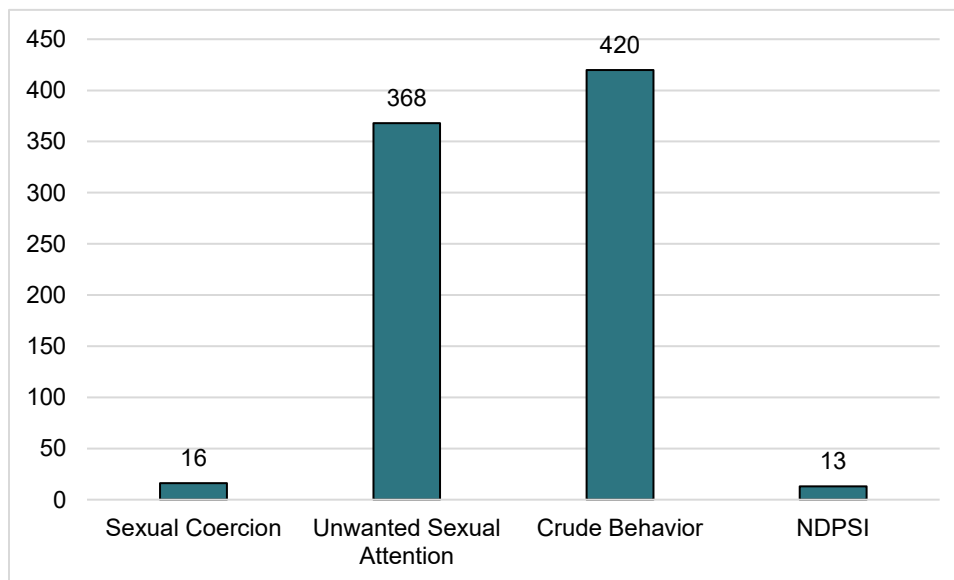
Sexual harassment is characterized as a hostile work environment and/or quid pro quo. A hostile work environment is when a person is subjected to offensive, crude, unwanted, and unsolicited comments and behavior of a sexual nature that interferes with that person's performance or creates an intimidating, hostile, or offensive work environment. Quid pro quo refers to conditions placed on a person's career or terms of employment in return for sexual favors.

Sexual harassment complaints are generally of four different types, depending on the nature of the sexual harassment behaviors. For every substantiated sexual harassment complaint, there can be a combination of sexual harassment behaviors. For example, one substantiated formal sexual harassment complaint can involve both crude behavior and unwanted sexual attention. Therefore, the total of the allegations in each category type exceeds the overall total of complaints.

Sexual harassment incidents that involve nonconsensual distribution of private sexual images (NDPSI) are included within the total sexual harassment allegation numbers. Based on the way the data are collected from the Military Services, some of the allegations of NDPSI are counted as their own problematic behavior type.⁷ In FY 2025, the Military Services and NGB received, processed, and investigated 50 total formal complaints of sexual harassment involving an allegation of NDPSI. 13 reports of NDPSI were substantiated.

In Figure 4, substantiated allegations of the FY 2025 formal complaints are listed by complaint type: sexual coercion, unwanted sexual attention, crude/offensive behavior, and NDPSI.

Figure 4. Substantiated Formal Sexual Harassment Allegations by Behavior Type

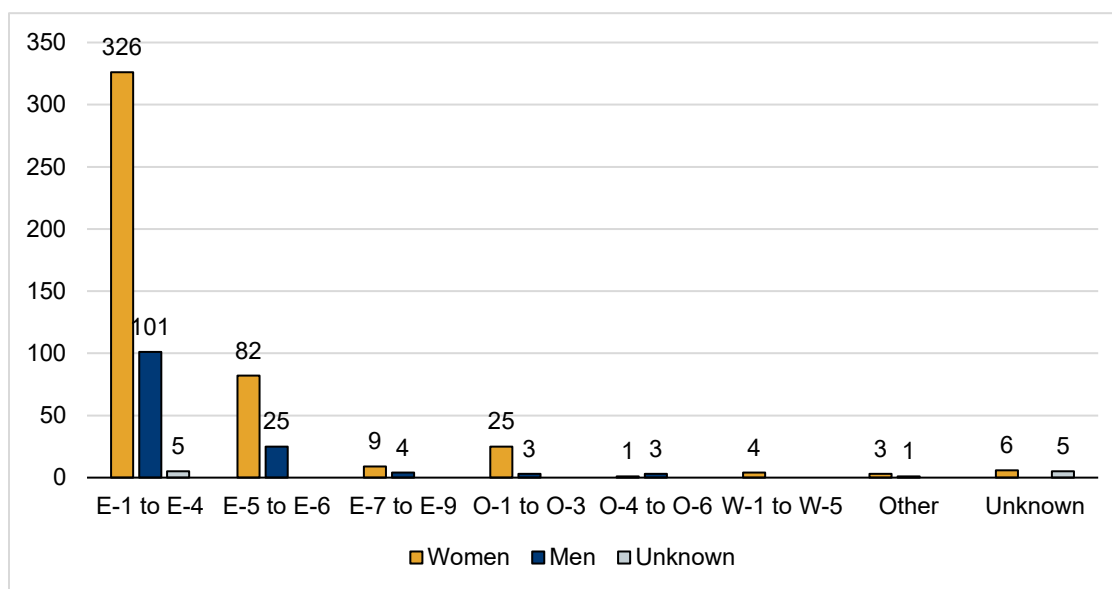


⁷ The Marine Corps interprets NDPSI as an offense completely separate from sexual harassment.

Complainant Characteristics

There were 603 complainants associated with 607 incidents of sexual harassment substantiated following a formal complaint and investigation. Of the 603 complainants, 456 were women, 137 were men, and the sex of 10 complainants was unknown. The majority of complainants were in paygrades E1-E4 (326 women and 101 men). Figure 5 displays complainant characteristics by sex and paygrade for formal complaints received in FY 2025.

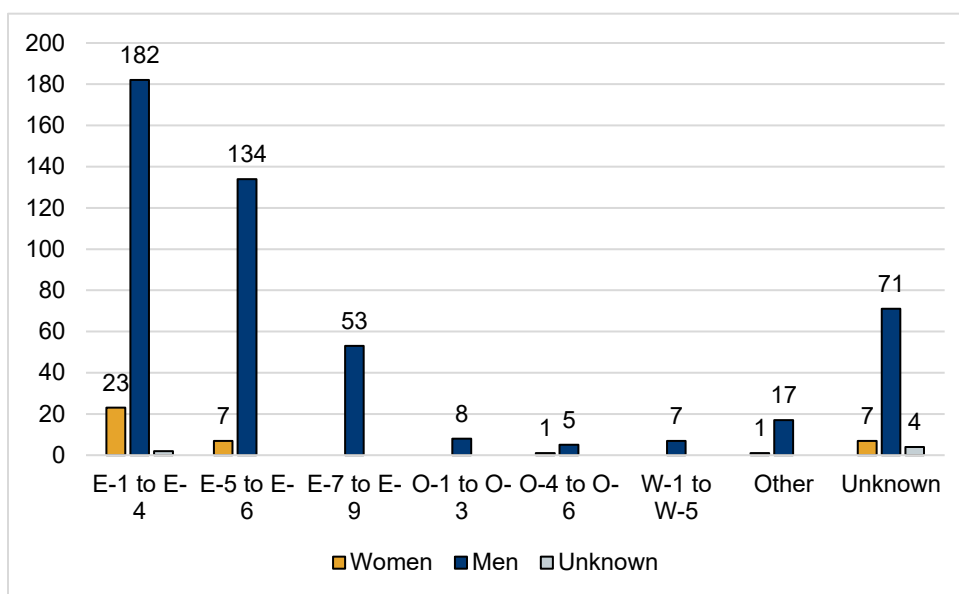
Figure 5. Formal Complaints by Complainant Sex and Paygrade



Offender Characteristics

This section presents offender characteristics for formal substantiated sexual harassment complaints. During FY 2025, there were 522 offenders associated with 607 incidents of sexual harassment substantiated following a formal complaint and investigation. Figure 6 displays offender characteristics by sex and paygrade for formal complaints received in FY 2025.

Figure 6. Offenders Associated with Formal Complaints, by Paygrade

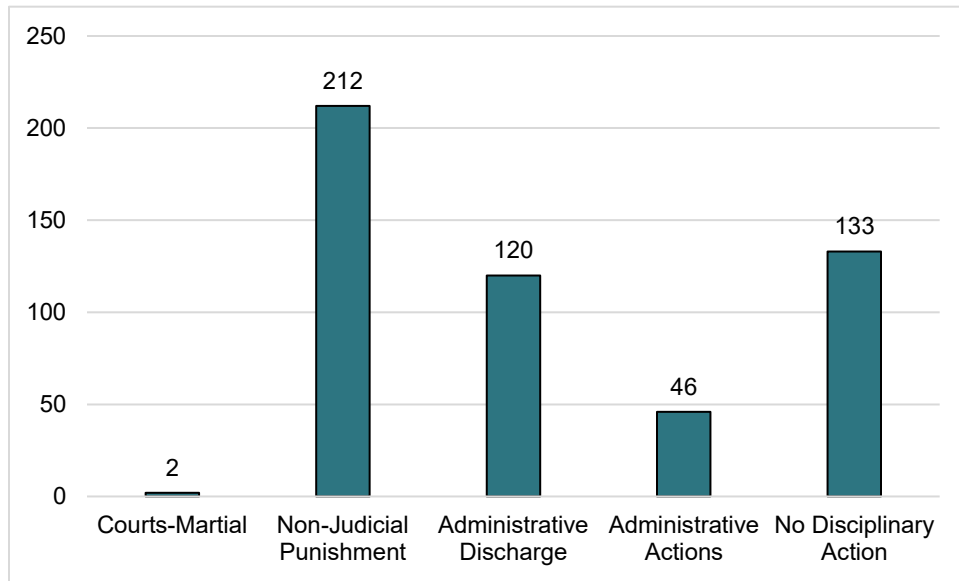


Corrective Actions

Offenders identified through substantiated complaints may receive more than one type of corrective action. For example, an offender may receive a letter of reprimand, administrative actions, and/or non-judicial punishment. Figure 7 displays the different types of corrective actions administered to offenders in substantiated formal sexual harassment complaints. There were 380 specific corrective actions associated with the 607 substantiated complaints and 521 unique offenders in FY 2025. Ultimately no disciplinary action was taken against offenders in 133 substantiated formal complaints. This occurs because some formal complaints are resolved through counseling or other means of resolution⁸ and, as such, were not subject to further disciplinary action tracked in complaint data systems. Of the 380 (75 percent) corrective actions taken against offenders in substantiated formal complaints, the most common corrective actions rendered were nonjudicial punishment (212; 56 percent), administrative discharge (120; 32 percent), and other administrative actions (46; 12 percent). Of note, there were 2 court-martial administered (1 percent). Corrective actions taken were unknown for 12 unique substantiated offenders.

⁸ Other means of resolution include, but are not limited to training and education, and performance evaluations.

Figure 7. Corrective Actions Administered to Offenders in Substantiated Formal Complaints



Retaliation Complaints

If a Service member (who has filed a sexual harassment complaint) and/or a uniformed witness, bystander, or first responder perceives subsequent retaliation related to the complaint of sexual harassment, they may seek guidance from an Equal Opportunity Advisor (EOA). Individuals are encouraged to report retaliation issues to command for investigation or other appropriate command action per Service guidance, the Inspector General (IG),⁹ or a Military Criminal Investigative Organization (MCIO).

In FY 2025, there were 24 retaliation referrals reported for sexual harassment.

Way Forward

DoW-wide Integrated Data Solution

The Department recognizes the need for a DoW-wide Integrated Data Solution (IDS) that utilizes current technologies to ensure more accurate and timely sexual harassment and other complaint data. OCREOP is developing an IDS to support automated Department-wide MEO data collection and reporting from the Military Departments' existing case management systems. The IDS will provide access to timely, accurate, and complete Department-wide MEO prohibited discrimination, harassment (to include hazing and bullying), sexual harassment, and related problematic behaviors data as well as accurately measure and statistically assess the progress and effectiveness of Department-wide policies and programs and fulfill DoW's reporting requirements.

⁹ Currently, no mechanism is in place to share dispositions of retaliation investigated by the IG with Equal Opportunity Advisors.

Confidential Reporting of Sexual Harassment

Section 532 of the William M. (Mac) Thornberry National Defense Authorization Act for Fiscal Year 2021, amended section 1561b of title 10, U.S. Code, requiring the Secretary of Defense to prescribe in regulations a process by which a member of an Armed Force under the jurisdiction of the Secretary of a Military Department may confidentially allege a complaint of sexual harassment to an individual outside the immediate chain of command of the member to gain access to services and not automatically trigger an investigation similar to confidential reporting of sexual assault.

In response, all Military Departments began implementing confidential reporting options in FY 2025¹⁰, complementing existing informal, formal, and anonymous mechanisms. Additionally, all Military Departments have established policy providing for confidential reporting. The DoW will formally incorporate confidential reporting into the next update of DoDI 1020.03, ensuring its enduring presence. These expanded reporting options empower Service members who experience sexual harassment to access support and seek resolution through their preferred avenue. This option fosters trust and encourages reporting, ultimately contributing to a climate of appropriate accountability and respect.

The Department recognizes that cohesive, resilient teams are essential for combat readiness. By prioritizing both prevention and responsive intervention, including the confidential reporting option, the Department aims to protect Service Members, reinforce unit cohesion, and enhance overall military effectiveness.

Harassment Prevention and Response Policy updates

DoDI 1020.03, "Harassment Prevention and Response in the Armed Forces," was updated on January 17, 2025. This update:

- Provides procedures of processing formal complaints of sexual harassment, including independent investigation of such complaints;
- Requires initiation of involuntary separation of Service members against whom a formal complaint of sexual harassment is substantiated;
- Designates the Under Secretary of War for Intelligence and Security as responsible for developing the training curriculum for independent investigators of formal complaints of sexual harassment;
- Clarifies procedures for harassment complaints arising in joint Service environments;
- Specifies training requirements for independent investigators of formal sexual harassment complaints; and
- Updates definitions, organizational titles, information collections requirements, and references for accuracy.

OSIE

The OSIE visits have provided early detection of risk factors so leaders can take corrective actions and enhance prevention. The site visits provide insights on shared risk and protective factors on the ground, what works, what does not, and how the Department can improve efforts more comprehensively and support and inform future policy development.

¹⁰ Army, DAF, and NGB are utilizing SARCs, and DON is utilizing its MEO professionals by offering services through the No Wrong Door program.

Technology's Effect

DoW is committed to holding Service members who engage in cyber harassment behaviors appropriately accountable. Providing support and remedies to victims when such behavior occurs is also a top priority. DoW will accomplish these efforts through policy and programmatic actions as the Department recognizes cyber harassment has become more pervasive in society.

DoW is collaborating with the Federal Research Division of the Library of Congress and the Office of People Analytics to evaluate how, and to what extent, the cyber environment and “information cocooning” impact the attitudes and behaviors of Service members. This collaboration will also provide recommendations for prevention activities derived from peer-reviewed academic literature and organizational best practices on how to mitigate the corresponding harmful behaviors. These recommendations will inform ways to promote a common understanding of cyber-facilitated sexual harassment and sexual assault to inform reporting and investigation procedures. For example, these actions may take place either before or after in-person sexual harassment or sexual assault incidents. Sometimes, they are risk indicators, and in other cases, they are retaliatory and threatening to discourage the reporting of an incident and/or to continue abusive behavior.

DoW continues to leverage every tool at its disposal to ensure the Military Departments and other DoW components have the requisite tools to ensure good order and discipline. DoW is diligently working toward change within every unit and organization to reduce the rates of sexually harassing behaviors; ensuring those who experience sexual harassment are comfortable coming forward; holding harassers appropriately accountable; and making certain that unit climates do not allow these behaviors to exist.

Conclusion

The Department is committed to eliminating sexual harassment and fostering a respectful environment for all Service members. The Department strives to provide effective responses to complaints, hold offenders appropriately accountable, and ensure that individuals feel safe reporting harassment without fear or reprisal. In FY 2025, there were 2,929 complaints of sexual harassment, highlighting the ongoing need for robust prevention and response measures, particularly among the junior enlisted population where the majority of these incidents are occurring. Of the 2,167 total formal sexual harassment complaints, 1,214 were resolved, of which 607 complaints were substantiated. This indicates that roughly half of the formal sexual harassment complaints investigated and resolved were substantiated. Additionally, the majority of offenders associated with the 607 substantiated formal complaints received disciplinary action, indicating that these incidents are taken seriously and offenders are being held appropriately accountable.

The DoW is actively reviewing and updating its policies to strengthen its approach to addressing sexual harassment. This includes improving response measures, investing in resources and staffing, and utilizing independent trained investigators. The Department is also developing an IDS to enhance data collection and reporting on harassment, enabling more effective assessment of prevention programs and policy effectiveness. The DoW is committed to providing a safe and supportive environment for all Service members.