

WISCONSIN NATIONAL GUARD LEGISLATIVE REPORT FISCAL YEAR 2024

Sexual Assault & Sexual Harassment
In Accordance with 2023 Wisconsin Act 48



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EXECUTIVE SUMMARY

Wisconsin Senate Bill 167 (Wisconsin Act 48) was enacted on December 6, 2023, directing the Adjutant General of the Wisconsin National Guard (WING) to submit a report to the Governor and appropriate standing committees of the Legislature annually on the first of February. The publicly available report addresses several topics relating to sexual assault and sexual harassment reported by members of the Wisconsin National Guard. Additionally, the bill requires that the appropriate standing committees of the Legislature hold a public hearing on the report at least annually.

The reporting requirement under § 321.04 (1) (s) first applies to a reported incident of sexual assault or sexual harassment that is made on or after October 1, 2023, and will cover four distinct areas including: 1. Data regarding all reported incidents of sexual assault and sexual harassment made by members of the WING during the prior federal fiscal year including the numbers of Restricted and Unrestricted reports of sexual assault and historical trends relating to that data for the five previous federal fiscal years. 2. A summary of training provided to members related to the prevention of, and response to, sexual assault and sexual harassment. 3. Summary of current National Guard Bureau (NGB) policies related to the prevention of, and response to, incidents of sexual assault and sexual harassment during the previous federal fiscal year, and a description of how those policies are being implemented within the WING. 4. Summary of the current policies and procedures related to the prevention of, and response to, incidents of sexual assault and sexual harassment in the WING and any changes made since the prior report.

Data obtained within this report is provided by the Sexual Assault Prevention and Response (SAPR) Office and from the Military Equal Opportunity (MEO) and Equal Employment Opportunity Program (EEOP). Unless otherwise specified, MEO and EEOP will henceforth be referred to EO.

RESTRICTED AND UNRESTRICTED REPORTING

The Wisconsin National Guard SAPR Office receives reports of sexual assault defined as: intentional sexual contact characterized by use of force, threats, intimidation, or abuse of authority or when the victim does not or cannot consent. The term includes a broad category of sexual offenses consisting of the following specific Uniform Code of Military Justice (UCMJ) offenses: rape, sexual assault, aggravated sexual contact, abusive sexual contact, forcible sodomy (forced oral or anal sex), or attempts to commit these acts.

The WING does not have primary jurisdiction over a civilian crime of sexual assault, crime of sexual assault in Title 32, or military crime of sexual assault under Title 10. Under Wisconsin Statutes Annotated §322.0001(15) the WING has primary criminal jurisdiction over, “military offenses” which does not include the crime of sexual assault. Civilian law enforcement has primary jurisdiction over all other “non-military” offenses and civilian courts have primary jurisdiction to adjudicate all “non-military” offenses. As a result, all Unrestricted Reports of sexual assault are reported to local law enforcement for investigation and referral for civilian prosecution.

Should local law enforcement decline to investigate or the District Attorney’s Office declines to prosecute an allegation of sexual assault, the WING may request that the National Guard Bureau’s Office of Complex Investigations (OCI) conduct an administrative investigation of the allegation if a National Guard nexus can be established amongst the victim and/or subject.

There are three types of cases within the SAPR Program including Restricted Reports, Unrestricted Reports, and Open with Limited Information cases which are defined as follows:

Restricted Reports: A reporting option that allows sexual assault victims to confidentially disclose the assault to specified individuals, such as Sexual Assault Response Coordinators (SARC), Sexual Assault Prevention and Response Victim Advocates (SAPR VA), or healthcare personnel, and receive medical treatment, including emergency care, counseling, and assignment of a SARC or SAPR VA, without triggering an investigation and referral for civilian prosecution.

Unrestricted Reports: A reporting option that allows sexual assault victims to disclose, without requesting confidentiality or Restricted Reporting, that he or she is the victim of a sexual assault. Under these circumstances, the victim’s report provided to healthcare personnel, the SARC, a SAPR VA, command authorities, or other persons is reported to law enforcement and may be used to initiate the official investigative process.

Open with Limited Information: A case requiring entry into the Defense Sexual Assault Incident Database (DSAID) confidential case management system premised on the following situations: victim refused or declined services, victim opt-out of participating in investigative process, third-party reports, local jurisdiction refused to provide victim information, or civilian victim with military subject.

Sexual Assault Incident Statistical Data

Figure 1.1, below, depicts the number of reports the WING SAPR Office has received over the past five federal fiscal years (FY). The number of reports received on or after October 1, 2023, through September 30, 2024, include 14 Restricted Reports, seven Open with Limited Information cases, and two Unrestricted Reports. Of those reports, the type of offense investigated included five, Prosecuted by State Law, two Sexual Assault (Art. 120), and two Abusive Sexual Contact (Art. 120). Fourteen reports were not investigated due to Restricted Reporting. This data encompasses incidents reported by WING members, their eligible adult dependents, Department of Defense (DoD) civilian employees of the WING, civilians who were assaulted by members of the WING, assaults committed by civilian offenders who are not affiliated with the WING, as well as cases transferred upon victim's request from Active Duty and/or from another State.

A "report" is reflective of the year in which the victim elected to sign the DD 2910-Victim Reporting Preference, or when the incident was made known to the SAPR Office by a mandated reporter i.e. law enforcement or Command. Inquiries regarding the SAPR program or disclosures of assault by victims who choose not to sign a DD 2910, are referred to as SAPR Related Inquiries (SRI). Reports and SRIs are tracked in DSAID.

Sexual assault is often under reported however, the WING has seen an increase in reports as well as SRIs over the past few FYs as evidenced by Figure 1.1 and Figure 1.2. This does not necessarily mean more sexual assaults are occurring, rather, it may be reflective of a cultural shift within the WING as a result of an increase in trust of the WING SAPR program and the SAPR program in general, an increase in trust of Command, expansion of available services to include the Catch a Serial Offender (CATCH) program, Special Victims' Counsel (SVC), Expedited Transfer (ET), sexual harassment complainant support, and the expansion of Restricted Reporting options. Operation tempo as well as global and societal events may also impact the number of cases reported.

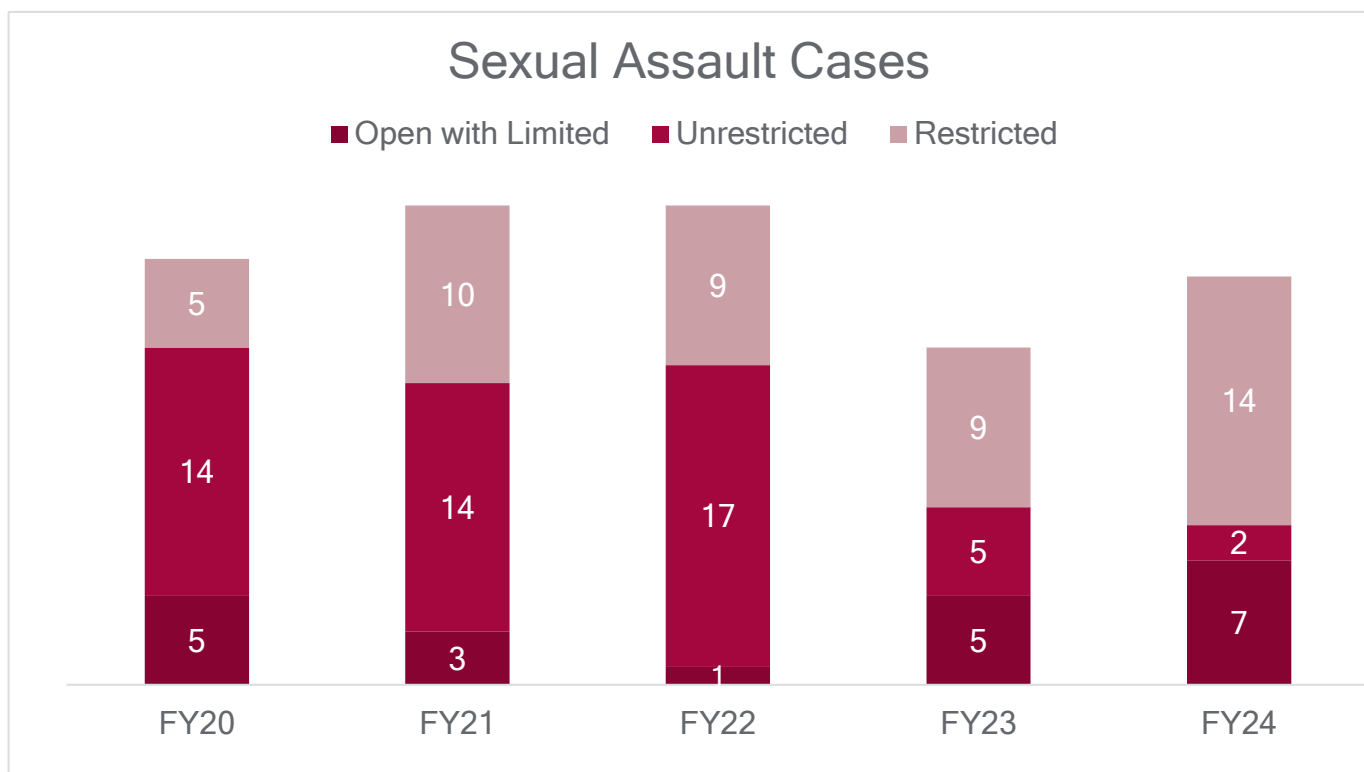


Figure 1.1

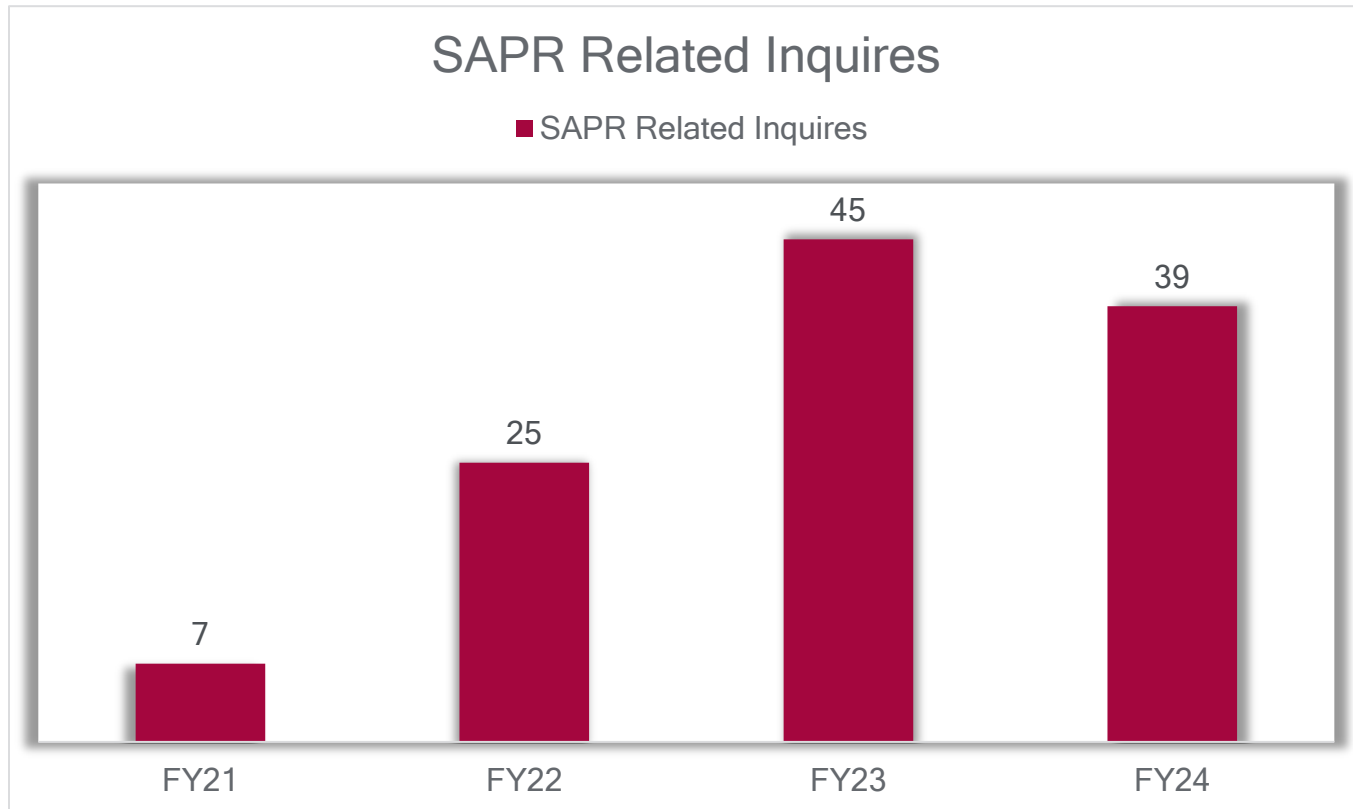


Figure 1.2

Figure 1.3 displays the duty status of the members (victim and subject) involved at the time of incident, and the status of the ongoing investigations from October 1, 2023-September 30, 2024. The “Type of Assault” is defined by DSAID, and “Prosecuted by State Law” is specific to the National Guard.

Incident Year	Victim Status at Time of Incident	Subject Status at Time of Incident	Type of Assault
2010	WING Member Female	Unknown	Prosecuted by State Law
2021	Civilian	WING Member Male	Prosecuted by State Law
2021	Civilian	WING Member Male	Prosecuted by State Law
2021	Civilian	WING Member Male	Prosecuted by State Law
2023	WING Member Female	WING Member Male	Abusive Sexual Contact
2023	WING Member Female	WING Member Male	Sexual Assault
2023	WING Member Female	Civilian	Prosecuted by State Law
2024	Civilian	WING Member Male	Sexual Assault
2024	WING Member Female	Active-Duty Army Male	Abusive Sexual Contact

Ongoing Investigations	Cases
Military	0
Civilian	0
N/A due to Restricted Report	14

Figure 1.3

Figure 1.4 provides an overview of the case synopsis and disposition for the Unrestricted Reports and Open with Limited cases reported between October 1, 2023-September 30, 2024.

Incident Year	Type of Report	Allegation	Disposition
2010	Open with Limited	Prosecuted by State Law	Victim disclosed incident during an interview for a separate case. Victim declined to speak on the incident further.
2021	Open with Limited	Prosecuted by State Law	Subject plead to felony C counts of 2nd degree sexual assault/use of force, 2nd degree sex assault-intoxicated victim, and 2nd degree sexual assault/use of force. In April 2024, the subject was sentenced to ten years confinement followed by ten years extended supervision with lifetime requirement on sex offender registry. Subject was separated with Other then Honorable (OTH) on March 4 th , 2024.
2021	Open with Limited	Prosecuted by State Law	Subject plead to felony C counts of 2nd degree sexual assault/use of force, 2nd degree sex assault-intoxicated victim, and 2nd degree sexual assault/use of force. April 2024 the subject was sentenced to ten years confinement followed by ten years extended supervision with lifetime requirement on sex offender registry. Subject was separated with OTH on March 4 th , 2024.
2021	Open with Limited	Prosecuted by State Law	Subject plead to felony C counts of 2nd degree sexual assault/use of force, 2nd degree sex assault-intoxicated victim, and 2nd degree sexual assault/use of force. April 2024 the subject was sentenced to ten years confinement followed by ten years extended supervision with lifetime requirement on sex offender registry. Subject was separated with OTH on March 4 th , 2024.
2023	Unrestricted	Abusive Sexual Contact	OCI investigated and unsubstantiated case. Request for reconsideration was sent back to OCI and denied. Referral to unit for review and further action.
2023	Open with Limited	Sexual Assault	Title 10 Letter of Reprimand issued. Active Guard Reserve (AGR) curtailment and administrative separation currently processing.
2023	Open with Limited	Prosecuted by State Law	Civilian case will remain inactive unless the victim decides to come forward and cooperate with law enforcement investigation.
2024	Open with Limited	Sexual Assault	Pending issuance of General Officer Memorandum of Reprimand (GOMOR). Once complete, referral to unit for further administrative action.
2024	Unrestricted	Abusive Sexual Contact	Subject was arrested and released from civilian custody. Subject failed to report and classed deserter. Active component currently trying to locate subject. Once located and in Active component custody, Absent Without Official Leave (AWOL) separation action will occur.

Figure 1.4

A trend analysis discerned an increase in Restricted Reporting and Open with Limited Information cases. Additionally, there was a rise in reports involving alcohol, a decrease in male victimization, and an increase in victims aged 25-32. Figure 1.5 illustrates a comparison in trends with available data from FY 22 – FY 24.

Demographics	FY 22	FY 23	FY 24
Victim 17-24 Years Old	68%	50%	33%
Victim 25-32 Years Old	12%	39%	47%
Victim Age Not Reported	12%	11%	14%
Victim Rank E1-E4	52%	50%	24%
Victim Rank E5-E7	16%	34%	48%
Victim Rank Not Reported	24%	16%	19%
Female Victim	76%	74%	90%
Male Victim	8%	21%	10%
Victim Gender Unknown	16%	5%	0%

Subject Age 17-24	16%	26%	24%
Subject Age 25-32 Years Old	4%	10%	10%
Subject Age Not Reported	56%	57%	62%
Subject Rank E1-E4	32%	21%	24%
Subject Rank E5-E7	16%	16%	33%
Subject Rank not Reported	36%	63%	62%
Female Subject	4%	0%	0%
Male Subject	68%	42%	33%
Subject Gender Unknown	32%	58%	62%

Subject data for Restricted Reports is limited due to DSAID

Demographics	FY 22	FY 23	FY 24
Sexual Assaults Reported Involved Alcohol	36%	63%	67%
Victims Knew the Subject	72%	68%	62%
Victims on Orders at the Time of Incident	20%	53%	62%
Offenses are Reported Within 60 Days of Incident Occurring	48%	53%	24%
Unrestricted	63%	26%	10%
Restricted	33%	47%	62%
Open with Limited	4%	26%	28%

FY22/FY23 Comparison Highlights

- Rise in Restricted Reporting
- Rise in Open with Limited Cases
- Significant Increase in Reports Involving Alcohol
- Significant Increase in Male Victim Reporting
- Increase in Victims Aged 25-32

FY23/FY24 Comparison Highlights

- Decrease in Male Victim Reporting
- Significant Increase in Restricted Reporting

Figure 1.5

Sexual Harassment Incident Statistical Data

Figure 1.6, below, depicts the complaints the EO Office has received over the past five federal FYs. Six sexual harassment complaints were received on or after October 1, 2023, through September 30, 2024.

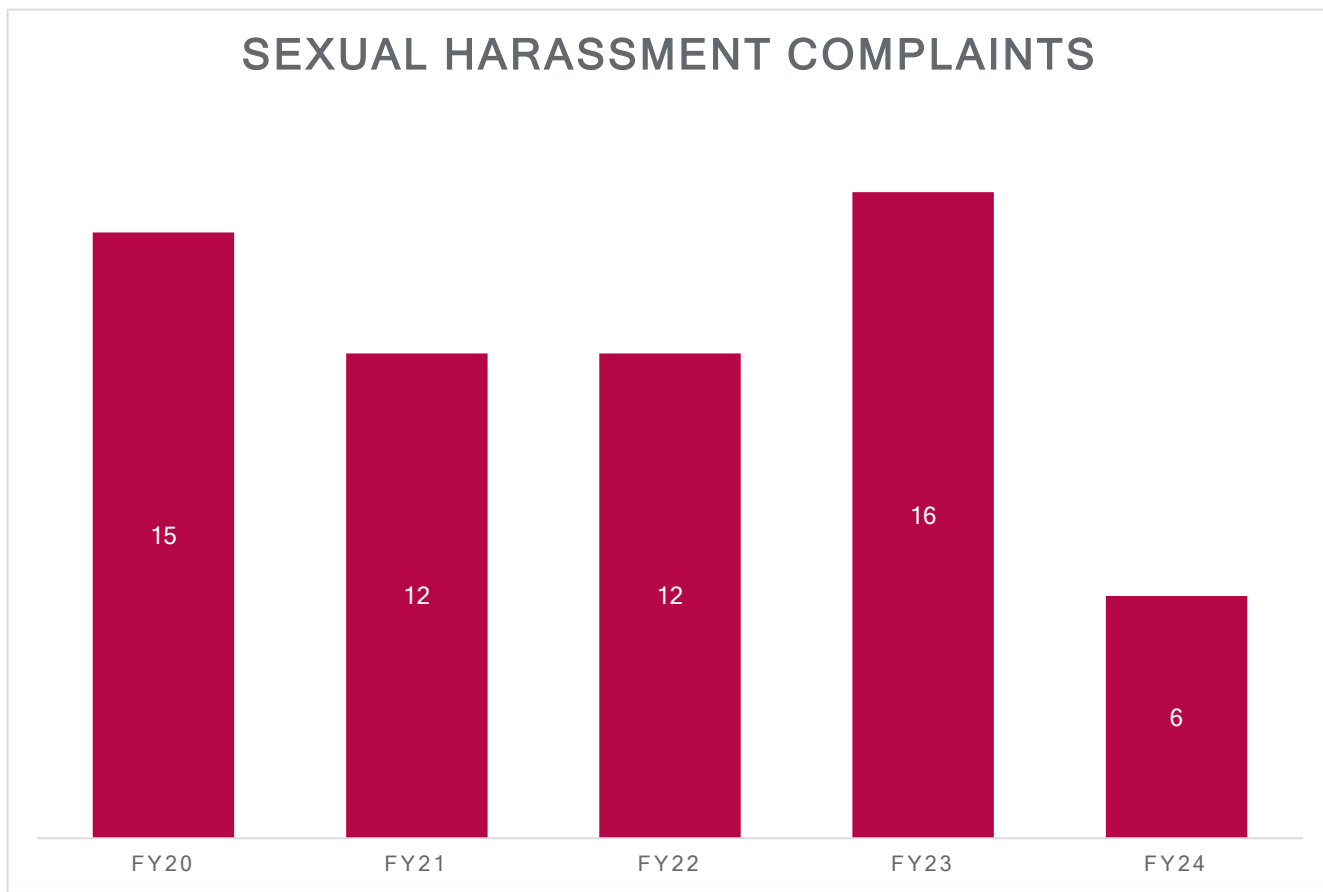


Figure 1.6

Figure 1.7 displays the duty status of the members (complainant) involved at the time of incident, and the status of the complaints from October 1, 2023-September 30, 2024.

Duty Status	Cases
AGR	3
Drill Status Guardsmen	3

Ongoing Investigations	Cases
Military	1
Civilian	0

Figure 1.7

ANNUAL TRAINING

Sexual Assault Prevention and Awareness Training

The Wisconsin National Guard Adjutant General mandates annual SAPR Training for both the Wisconsin Army and Air National Guard in accordance with the respective branches' regulations.

The Army National Guard (ARNG) has utilized the same Training Support Package (TSP) since 2021 which identifies the framework and standards ensuring that the Total Army (Active, Guard, and Reserve), Soldiers and Department of Army (DA) Civilians have foundational knowledge of both prevention and response. The annual training is comprised of five modules including, Prevention, Bystander Intervention, Sexual Harassment, Sexual Assault, Retaliation, as well as a section on additional resources and references. The annual training is conducted on a federal fiscal year schedule with a target of an 85% completion rate. Figure 2.1 shows the annual training completion rates for the Wisconsin ARNG from FY19-FY24.

Federal Fiscal Year	Army Completion Rates
FY 19	16%
FY 20	47%
FY 21	84%
FY 22	81%
FY 23	76%
FY 24	63%

Figure 2.1

The Air National Guard (ANG) historically provides new training every year to the field between March-May. The ANG's target completion rate is 95%.

The ANG's Annual SAPR Training learning objectives resolve to:

- Define consent, sexual harassment, and sexual assault
- Explain the sexual assault and military sexual harassment Victims' Rights
- Identify the difference between Restricted and Unrestricted Reports for sexual assault and military sexual harassment
- Explain the role of leadership in supporting the victims of sexual harassment and sexual assault
- Define privileged communication
- Describe how to contact the Department of Defense (DoD) Safe Helpline
- Describe retaliation
- List resources for reporting retaliation
- Identify leadership's role in supporting victims of retaliation

Figure 2.2 displays the Wisconsin ANG's Annual SAPR Training completion rates from CY19-CY24.

Calendar Year	Air Completion Rates
CY 19	Data unavailable
CY 20	Data unavailable
CY 21	88%
CY 22	92%
CY 23	95%
CY 24	93%

Figure 2.2

In 2023, the National Guard Bureau Sexual Assault Prevention and Response Office (NGB SAPR) began overhauling the annual training requirement in favor of a joint services approach. On July 25, 2024, the Chief of the National Guard Bureau, General Daniel Hokanson, signed a memorandum directing the implementation of the FY24 National Guard Joint Sexual Assault Prevention and Response Annual Training. On October 1, 2024, the Army and Air National Guard's began using the joint training as a FY requirement. Both the Wisconsin Army and Air National Guard have ceased training previous versions and have proceeded with the NGB Joint Annual Training.

According to the Facilitator's Guide provided by NGB SAPR, the key content is required for ARNG and ANG per Department of Defense Instruction 6495.02, Volume 2, 9 April 2021, *Sexual Assault Prevention and Response: Education and Training*, and must be covered in its entirety. The content has been curated to provide flexibility in delivery while still adhering to the fidelity of the training requirements. Key content areas include:

- Definitions of consent, sexual harassment, and sexual assault
- Reporting options
- Victims' rights
- Leadership's role and responsibilities
- Sexual Assault Forensic Examinations (SAFE)
- CATCH Program
- Retaliation

SAPR Professional Training

All T5 civilian SAPR professionals, (GS-13 SAPR Officer, GS-12 BDE/Wing SARCs, GS-11 BDE/Wing VAs, and GS-09 VAC) and all Collateral Duty VAs are required to attend initial service specific training in order to obtain the Defense Sexual Assault Advocate Certification Program (D-SAACP) credential prior to providing victim advocacy services. This certification standardizes and professionalizes the services provided to victims of sexual assault. The certification must be renewed every two years after completion of 32 Continuing Education Units (CEUs) and the DD 2950-1 Renewal Application Packet.

The CEU requirement ensures SAPR professionals and Collateral Duty VAs remain abreast of current trends, best practices, evidenced based interventions and prevention strategies, as well as innovative approaches to training and response.

The WING SAPR program hosts an annual refresher training for Collateral Duty VAs who are volunteer National Guard members providing victim advocacy as an additional military duty within their units. In March of 2024, over 19 Collateral Duty VAs and 20 allied professionals gathered for a three-day training where participants earned approximately 17.5 CEUs each. Training sessions included the CATCH Program, Wisconsin restraining orders, working with victims of sexual assault-scenario based training, compassion fatigue and vicarious trauma for military advocates, enhancing peer support in the workplace, and safety planning with survivors of military sexual trauma.

Similar to the WING's annual training, the NGB hosts an annual refresher training for all T5 SAPR professionals. The training was held in April of 2024, at Naval Base Point Loma in San Diego, CA. Attendees were awarded 16.5 CEUs after gaining education on advocacy ethics, best practices in collaborating and integrating with the Integrated Primary Prevention Workforce, budget and resource management, supporting survivors through the Veterans' Administration process, artificial intelligence and technology's impact on sexual violence response, DSAID updates and overview, supervising T5 civilians and civilian employment law, adult learning theory, military law, and trauma informed care.

In addition to annual refresher training events, SAPR professionals obtain CEUs from nationally recognized sexual violence organizations, universities, and online agencies. All CEUs are vetted during the credentialing boards convened by the National Organization for Victim Advocacy (NOVA) which is the sole provider of the D-SAACP credential.

Sexual Harassment Training

Army Regulation 350-1, Army Training and Leaders Development, identifies the mandatory training required of the Total Army (Active, Guard, and Reserve), Soldiers and Department of Army (DA) Civilians to include the frequency at which the training must occur. Per this regulation, the EO team must provide biennial EO refresher training to 100% of the Soldiers every other year. To meet this requirement, the Equal Opportunity Advisors (EOAs) and Equal Opportunity Leaders (EOLs) provide annual EO Refresher Training. This training provides foundational knowledge of both prevention and response to discrimination and harassment in the workplace, to include sexual harassment. The annual training is conducted on a federal fiscal year schedule with a targeted completion rate of 100% every other year. Additionally, on November 21, 2023, the Department of the Army released EXORD 380-23, Civilian Equal Opportunity, Antiharassment, and No FEAR Act, requiring all T32 and T5 personnel as well as military supervisors of T32 and T5 personnel, to complete the Notification and Federal Employee Anti-Discrimination and Retaliation (No FEAR) Act training every year in person. This training covers the types of discrimination, protections available to employees against retaliation and reprisal, reporting process and timeline for discrimination and harassment, reasonable accommodations, examples and effects of harassment, and Whistleblower protection and reporting.

In May 2024, the Air National Guard removed the requirement for military personnel to receive EO refresher training every four years. The training provided foundational knowledge of both prevention and response to discrimination and harassment in the workplace, to include sexual harassment. Effective May 2024, ANG military personnel are now only required to receive EO training upon entering military service and when changing duty stations. The Wisconsin Air National Guard fulfills this requirement by providing an Orientation Training to all newly assigned personnel which includes the EO training and prevention of sexual harassment training. Additionally, all T32 and T5 employees are required to complete No FEAR Act training every other year and provide the EO office a copy of the training completion certificate. The training is accessed and completed through an online training portal.

NATIONAL GUARD BUREAU POLICIES

NGB SAPR has been conducting a review of all policies and procedures in order to ensure compliance with the provisions of the Fiscal Year 2022 National Defense Authorization Act (FY22 NDAA) and the recommendations of the Independent Review Commission on Sexual Assault in the Military (IRC). The most notable updates and their current applications within the WING are described below.

NGB Directive Type Memorandum (DTM) 1300.01 Limited Sexual Assault Prevention and Response Services for Sexual Harassment Complainants issued 29 November 2022

The Wisconsin SAPR Office will provide limited sexual harassment services to non-Federalized National Guard Servicemembers including, crisis intervention, advocacy, non-clinical safety assessments, warm hand-offs, Military Protective Orders (MPO)/no contact orders, Civilian Protective Order (CPO) assistance, and retaliation support.

The Wisconsin SAPR Office will not intake, initiate, or process sexual harassment complaints, but will offer a referral of all sexual harassment complainants to the State SEEM or EO personnel for reporting options and processing of the complaint. Referrals to the SEEM or EO personnel will only be made with the complainant's permission.

Wisconsin National Guard Commanders will confirm that eligible non-Federalized NG Servicemembers who report sexually harassing behavior or who file a formal or informal sexual harassment complaints under the military EO program are advised of their eligibility for limited SAPR services.

NGB DTM 1300.03 No Wrong Door and Warm Handoff Policy for National Guard Service Member Victims of Sexual Assault issued 29 November 2022

According to the DTM:

It is National Guard Bureau (NGB) policy that individuals who seek information about Sexual Assault Prevention and Response (SAPR) services from any NG organization or NG entity will receive full assistance as practical, and never be denied or inappropriately delayed in receiving care and support. All NG designated NWD representatives will coordinate an in-person or virtual warm handoff or transfer of the individual requesting assistance to another service provider to ensure the individual receives the most appropriate care and services. All NG service providers will complete the required NGB developed training on the NWD policy and warm handoff procedures.

In coordination with the Integrated Primary Prevention Workforce (IPPW), the WING has hosted two NWD trainings and has held over 10 NWD meetings with pertinent stakeholders. The WING Solider and Family Readiness division, Airmen and Family Readiness Program, Director of Psychological Health (Air and Army), Chaplain Corps, EO, and SEEM have historically been integrated and cross

collaborative therefore, this DTM has only codified the working relationships and warm handoff practices that were already in place.

NGB DTM 1300.00 Safe-to-Report Policy for National Guard Service Member Victims of Sexual Assault issued 06 December 2022

The Safe-to-Report policy requires commanders to assess and consult with their respective Judge Advocates (JAs) regarding alleged collateral misconduct against aggravating and mitigating circumstances of sexual assault cases and describes the handling of alleged minor collateral misconduct involving a National Guard Service member who reported sexual assault.

The WING is adhering to this policy by ensuring all Brigade and Wing level Commanders are briefed annually at the Case Management Group regarding this guidance and that the Staff Judge Advocate (SJA) Office is briefing the DTM at their annual training while ensuring collaboration between the SJA Office and Commanders if collateral conduct is identified.

Memorandum for Under Secretary of Defense for Personnel and Readiness Permanent Exception to Policy for National Guard Sexual Assault Prevention and Response Program Case Management Group Meeting Attendance issued 9 August 2023

Due to the unique part-time structure of the National Guard, Commanders may not be available on non-duty days to attend the monthly sexual assault Case Management Group Meeting (CMG). This permanent exception to policy ensures National Guard Service members have representation at the CMG regardless of the duty status of their immediate Commander.

When the victim's Commander is unable to be conferenced in (by telephone or using web-based conferencing), a permanent exception to policy will allow the CMG Chair to designate a full-time Brigade or equivalent-sized unit, Wing, or division staff member, or the first fulltime senior officer, in the rank of O5 or above, with previous command experience, as a qualified alternate to act on the behalf of the part-time Commander at CMG meetings.

The WING is operating in this capacity. When the victim's immediate Commander is unavailable, the Brigade or Wing level Commander attend on their behalf. Commanders are still required to provide the victim with an update within 72 hours of the CMG regardless of duty status.

Chief National Guard Bureau Manual (CNGBM) 1300.05 Monthly & Quarterly SAPR Case Management Group (CMG) Meetings issued 15 November 2023

The CNGBM 1300.05 implements the use of the following forms, DD 2910 -5 (Monthly CMG), -6 (Quarterly CMG), and -7 (High-Risk Response Teams-HRRT) to standardize and facilitate the SAPR Program's oversight of Unrestricted Reports of adult sexual assault. It further dictates that the Adjutants General of the States and Territories will chair or designate a Deputy Adjutant General

or Assistant Adjutant General or equivalent to chair the State, mandatory monthly and quarterly multi-disciplinary SAPR CMG.

The WING's monthly CMGs are chaired by the Deputy Adjutant General for the Air and Army respectively. The quarterly CMGs are chaired by the Adjutant General. All CMGs are co-chaired by the State SAPR Officer. The forms are completed and uploaded into DSAID within 72 hours of the CMG by the WING SAPR Officer.

CNGBM 1300.03 B Retaliation Reporting issued 12 December 2023

The CNGBM 1300.03 B expands the applicability section including individuals eligible to file a retaliation report associated with an Unrestricted Report of sexual assault, requires CMG procedures to address filed retaliation allegations, establishes procedures and resources for SAPR Professionals who experience reprisal or retaliation, and dictates data collection methods and required metrics and non-metrics associated with retaliation.

The WING has not had any reports of retaliation by SAPR Professionals but will implement the protocol as required per the regulation.

Deputy Secretary of Defense (DSD) Memorandum "Updates to Department of Defense Policies to Enhance Support for Adult Sexual Assault Victims" issued 19 July 2024

This memorandum codifies and implements multiple recommendations and policy initiatives stemming from the IRC recommendations and Congressional authorizations. The comprehensive memorandum:

- Implements approved recommendations from the IRC on Sexual Assault in the Military
- Implements the Congressionally authorized expansion of eligibility for Restricted Reporting to DoD civilian employees
- Removes barriers to reporting for law enforcement victims of sexual assault
- Includes Safe-to-Report and Convalescent Leave policies
- Clarifies notification procedures for retaliation reports and safety issues
- Codifies the IRC "No Wrong Door" approach among all SAPR-related providers
- Establishes the Sexual Assault Response Workforce (SARW)

The WING SAPR Program, along with guidance from NGB SAPR, is implementing the guidance as directed.

The EO Office uses the following regulations, interim guidance, and DTM to ensure all reports of discrimination and harassment to include sexual harassment are processed efficiently and effectively. The NGB Equal Opportunity Compliance office is reviewing the below items to update the regulations for ease of reference.

CNGB Instruction 9601.01, “National Guard Discrimination Program,” issued 27 September 2015

This instruction establishes policy and assigns responsibilities for implementing and maintaining a National Guard (NG) Discrimination Complaint Program for all NG members serving in Title 32 duty status and all NG technicians. It also identifies responsibilities for civilians who work for the NG and their right, along with the right of service members and people receiving services through NG programs, to file a discrimination complaint on the basis of race, color, national origin, religion, or sex—gender—including sexual harassment—and reprisal concerning prior engagement in protected discrimination process-related activity.

CNGB Manual 9601.01, “National Guard Discrimination Complaint Process,” issued 25 April 2017

This manual establishes procedural guidance for maintaining the NG Discrimination Complaint Process in accordance with CNGBI 9601.01.

Interim Guidance to Supplement CNGBM 9601.01 - Reforms to Counter Sexual Harassment in the National Guard, issued 21 December 2022

This Interim Guidance and to Supplement CNGBM 9601.01 regarding how the National Guard (NG) will process Sexual Harassment complaints to address select findings and recommendations contained in the Fort Hood Independent Review Committees report.

The interim guidance establishes that the SARC continues to perform a consultative role and/or receive referral of possible sexual harassment allegations and that victims have the right to maintain confidentiality while obtaining support services from the SAPR team. Additionally, this guidance reiterates the responsibility for the intake of sexual harassment complaints is the EO office. This guidance also provides the following:

- EO personnel must report all formal sexual harassment complaints to the Adjutant General
- Military Investigating Officers (IOs) must be in the grade of W01 or higher. Civilian IOs must be in the grade of GS-13 or higher. Assigned IOs must be from a different Brigade or Wing as the complainant and accused individual
- All alleged offenders in all EO complaints must be flagged to prevent favorable personnel actions, if allegations are unsubstantiated, dismissed or withdrawn the commander of the alleged offender will make efforts to restore any lost favorable personnel actions during the period the member was flagged
- Commanders will publish the nature and results of all judicial, non-judicial, and/or administrative actions taken against offender
- Requires commanders to use the Report of Investigation (ROI) transmittal letter to provide a copy of the ROI to the complainant at the completion of the investigation when there is a Formal Resolution Request made to NGB

This interim guidance provides further information regarding the No Wrong Door policy to ensure NG service members who seek information on sexual harassment or file sexual harassment allegations may also seek assistance from the SAPR office and receive a warm hand-off in accordance with the No Wrong Door DTM.

CNGB DTM 9601.01 Interim Guidance for Processing Title 32 Military Equal Opportunity Sexual Harassment Complaints Under the National Guard Discrimination Complaint Program, issued 31 May 2024

This Directive Type Memorandum establishes interim guidance for processing Title 32 Military EO sexual harassment complaints under the NG Discrimination Complaint Program. This establishes that all complaints, regardless of who the allegations were reported to, will be first referred to the SAPR office to protect Complainant confidentiality while obtaining limited SAPR support services.

This DTM provides clarity on the following items:

- Establishes that NGB-OCI will investigate any sexual harassment complaints that are referred to the NGB Appellate process when complainants are dissatisfied with the state level investigation
- Provides complainants of sexual harassment complaints to utilize Alternate Dispute Resolution to resolve complaints
- Clarifies investigators rank, be from a different Wing/Brigade, must not be in the same rating chain as any complainant or identified Alleged Discrimination Official (ADO), and must complete investigator training provided by NGB
- Renamed the Formal Resolution Request to the NGB Appellate Process and outlined the process to include the NGB-OCI review and investigation

WISCONSIN NATIONAL GUARD POLICIES

The Adjutant General Policy Memorandum 10 and 26

The WING has conducted a thorough review of its current Adjutant General Policy Memorandums (TAG PM) and recently updated the sexual assault and sexual harassment policies. The updated policies incorporate the latest policy updates from NGB. The initial update of the SAPR TAG PM 10 was signed in February of 2024 and was re-signed by the Interim TAG, Brig Gen David May, in December of 2024. TAG PM 26 is currently being revised with an anticipated release date in FY 25. TAG PM 10 and 26 are included as Addendum 1 and 2 respectively.

Sexual Assault Response Workforce

As a result of the IRC recommendations, the WING SAPR program has restructured and expanded its workforce to include the hiring of a GS-13 SAPR Officer to provide program oversight and management to both the Air and Army SAPR Programs. Additionally, the 115th Fighter Wing hired a GS-11 VA, and the WI ARNG hired a GS-12 SARC for the 32nd Infantry Brigade Combat Team at Camp Douglas, as well as a GS-11 VA for the 64th Troop Command in Madison. Figure 3.1 and 3.2 depicts the organizational chart the majority of FY 23 – FY 24.

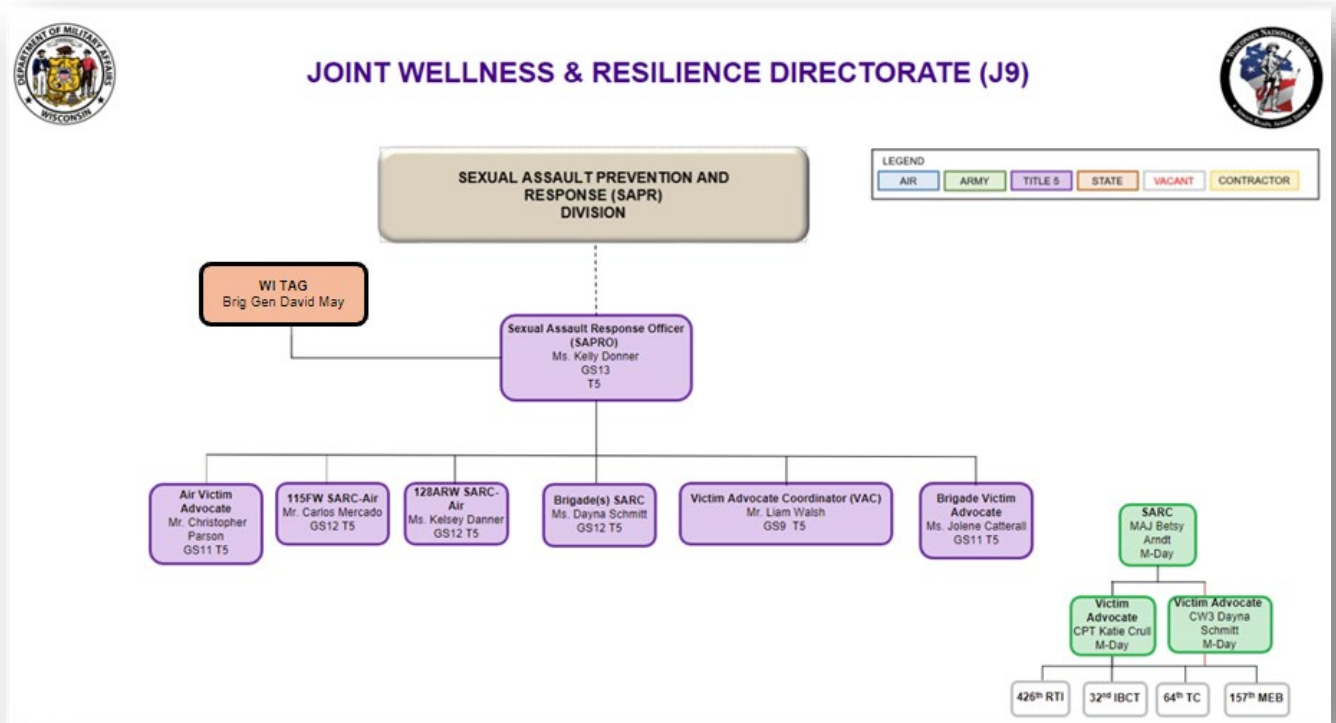


Figure 3.1

As evidenced by the following organizational chart, restructuring within the WING Joint Force Headquarters established the Joint Wellness and Resilience Directorate (J9) comprised of three separate divisions including Service Member Support, Prevention and Wellness, and Sexual Assault Prevention and Response (Figure 3.3).

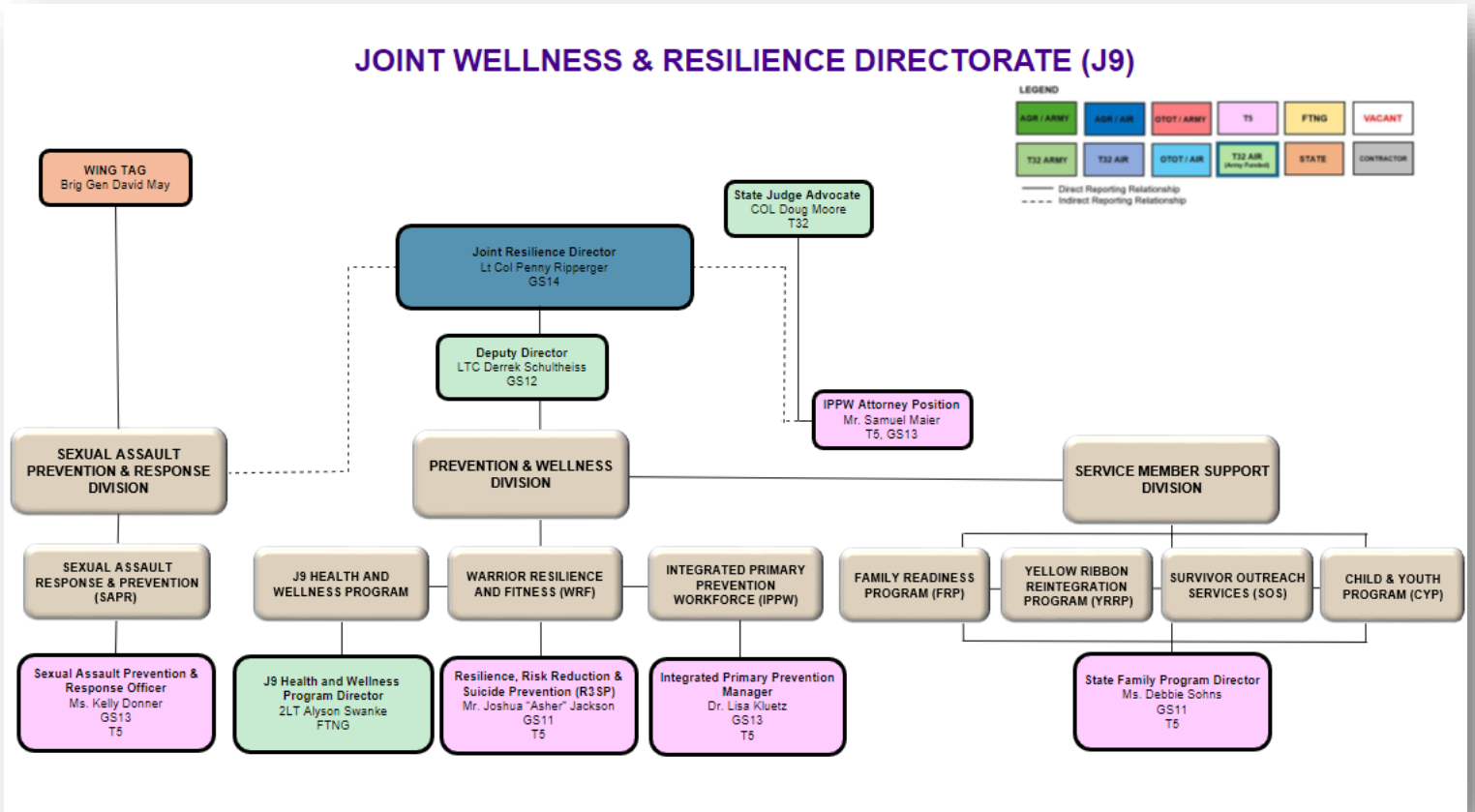


Figure 3.2

WISCONSIN
J9
WELLNESS & RESILIENCE
DIRECTORATE
NATIONAL GUARD

JOINT WELLNESS AND RESILIENCE DIRECTORATE

The military is changing and so are the needs of Service Members.
Meet the new J9.

1 DIRECTORATE, 3 DIVISIONS:

- Our Service Member Support Division** consists of programs focused on Service Members and Families, to include Soldier & Family Readiness Specialists, Child & Youth Program, Badger Yellow Ribbon and Survivor Outreach Services.
- The **Prevention & Wellness Division** is comprised of the Integrated Primary Prevention Workforce, Resilience, Risk Reduction & Suicide Prevention Programs and the Comprehensive Health & Wellness Program.
- Sexual Assault Prevention & Response** is a division that provides confidential resources, referrals, outreach, education and support to Service Members & adult dependents.

CONTACT US!
1-800-292-9464 OPT 1

OUR STORY
The J9 has grown drastically in the last year. We are embracing an agile approach, proactively changing the way we do business to better serve the emerging needs of Service Members and their Families.

OUR VISION
To proactively safeguard the well-being of Service Members and their Families through comprehensive support networks, fostering resilience, and providing exceptional prevention and response services.

OUR PRIORITIES
Enhance Personal and Family Readiness, Eliminate Sexual Violence, Offer Quality Transition, Resilience, and Comprehensive Health & Wellness Programs, Reduce Risk, and Incorporate a Public Health Approach to Address Violence.

<https://wi.ng.mil/programs/SMSD> (@WJ9Directorate) 1420 Wright Street, Madison, WI
(*Starting Dec 2023)

Figure 3.3

The SAPR Team has direct, unimpeded access to the TAG and is a direct report in the reporting chain structure. There is a dotted line to the J9 for administrative support and ease of access to allied resources.

Prevention and Awareness

The Integrated Primary Prevention Workforce (IPPW)

The IPPW is a DoD initiative designed to centralize and professionalize prevention efforts across the military. It addresses multiple harmful behaviors, including sexual assault, sexual harassment, retaliation, domestic violence, bullying, substance misuse, child abuse, and suicide. The IPPW aligns with the IRC recommendations, which identified critical failures in prevention, accountability, and victim support, leading to the establishment of a dedicated prevention workforce to replace the outdated collateral-duty model.

IPPW personnel must meet credentialing requirements to ensure expertise in evidence-based prevention strategies, leadership engagement, climate assessments (e.g., DEOCS), and data-driven decision-making. These requirements align with DoDI 6400.09, which mandates that prevention professionals possess specialized skills in public health, social science, and military organizational dynamics. By emphasizing risk reduction and protective factor enhancement, IPPW aims to create a safe, inclusive, and resilient military force through systematic, research-based, and leadership-supported prevention strategies. Developed using findings from multiple data sources, including the Force Wide Community Climate Assessment, IPPW Wisconsin National Guard Needs Assessment, Unit Risk Inventories, and local community data, the Comprehensive Integrated Prevention Plan

(CIPP) serves as a strategic framework to guide multi-year prevention efforts. The plan follows the social-ecological model and incorporates longitudinal data gathering to measure effectiveness. It is evaluated biannually to ensure continuous improvement and adaptability for unit-specific implementation.

Key components of the CIPP include:

- Defining the military community
- Identifying organizational needs
- Engaging stakeholders and partners
- Utilizing data-driven insights
- Implementing targeted prevention strategies
- Establishing clear performance metrics

The prevention activities selected for the CIPP leverage connection to reduce social conflict (including sexual violence) by increasing social support through connectedness and cohesion. The target audience for Activity 1 and 2 in the chart below are aimed at junior personnel under the age of 36. Additionally, sponsorship and mentorship were selected to increase social support to women and minorities. Leadership activities incorporate motivational interviewing to create an environment where individuals feel empowered to discuss issues, concerns, and complex problems.

EXECUTIVE SUMMARY OF CIPP PLAN REQUIREMENTS

Wisconsin	
Needs Assessment (Method(s) Used)	<p>Assessment Method 1: Wisconsin Integrated Primary Prevention Workforce (IPPW) Needs Assessment</p> <p>Assessment Method 2: Defense Organizational Climate Survey (DEOCS) 2023</p> <p>Assessment Method 3: Unit Risk Inventories (URIs) and Workshop</p> <p>Assessment Method 4: Community Data collected within the Wisconsin National Guard</p>
Integrated Prevention Goals	<p>Prevention System Goal(s): Stopping violence before it happens with primary prevention using evidenced-based approaches to develop policies, programs and practices that increase social support across the Wisconsin National Guard and decrease risk factors across all domains of violence.</p> <p>Shared Risk Factor Goal(s): Decrease the prevalence of stress, passive leadership, and organizational social conflict within the Wisconsin National Guard.</p> <p>Shared Protective Factor Goal(s): Maintain high levels of Leadership support from immediate supervisors, increase social connectedness, inclusion, and work-life balance across the Wisconsin National Guard.</p>

<p>Desired Outcomes</p>	<p>Desired Outcome 1 (Activity 1): By the end of FY26, 15% of new recruits who have attended the Lifestyle Integration Training (LIT) course will show a 20% increase in their use of dispositional mindfulness as measured by the Mindful Attention Awareness Scale (MAAS) on the annual state needs assessment and will also report a 15% reduction in stress and work-life balance issues reported during the Force Wide Climate Assessment (FWCA).</p> <p>Desired Outcome 2 (Activity 2): By the end of FY27, measures of connectedness, cohesion, and inclusive organizations will increase by 20% as measured by the DEOCS and lack of social support and emotionally oriented drinking motives as measured by the Drinking Motives Questionnaire Revised- Short Form (DMQR-SF) will decrease by 20%.</p> <p>Desired Outcome 3 (Activity 3): By the end of FY26, increase social support, connectedness, cohesion, and inclusion by 20% as measured by the Force Wide Command Assessment.</p> <p>Desired Outcome 4 (Activity 4): By the end of FY26, increase the number of first line leaders attending the Leaders Course by 25%, while maintaining current levels of leadership support as measured by the FWCA.</p> <p>Desired Outcome 5 (Activity 5): By the end of FY24, the WING will train an additional 10 Victim Advocates to ensure that 90% of all Service Members have received annual SAPR training.</p>
<p>Prevention Activities</p>	<p>Activity 1: Mindful S.T.O.P. (Stop Take a Breath Observe and Proceed)</p> <p>Activity 2: Electronic Prevention and Relationship Education Program (ePREP) – Got Your Back</p> <p>Activity 3: Formal Sponsorship and Mentorship Program</p> <p>Activity 4: Leadership Development Training</p> <p>Activity 5: Victim Advocate Training</p>
<p>Process and Outcome Evaluation Plan (i.e., summary of methods, measures, and timeline for evaluation of each desired outcome)</p>	<p>Activity 1: Process- IPPW train the trainer and verify rosters for attendance. Outcome- annual internal needs assessment</p> <p>Activity 2: Process- Chaplain Corps submit number of participants and completion percentage quarterly. Outcome- Annual internal needs assessment and DEOCS</p> <p>Activity 3: Process- Collected at Commander’s Ready and Resilient Campaign (CR2C) and Community Action Team (CAT)/Community Action Board (CAB). Outcome- DEOCS, URI, annual internal needs assessment</p> <p>Activity 4: Process- Rosters maintained internally by J9 Wellness and Resilience Directorate. Outcome- DEOCS and URI</p>

	Activity 5: Process- Number of registered victim advocates in certification training submitted by Sexual Assault Prevention and Response team after training. Outcome- Case Management Group (CMG) and DEOCS
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Strategic Target Outcomes and Data-Driven Prevention

The Strategic Target Outcomes (STOs) are key focus areas within the Defense Organizational Climate Survey (DEOCS) framework, designed to assess, measure, and improve the military's organizational climate. These outcomes serve as critical indicators of readiness, retention, and well-being, providing data-driven insights into risk and protective factors influencing service members' experiences. Two of the six STOs tracked in DEOCS, and their associated prevention efforts include:

1. Sexual Assault – Evaluates prevalence, reporting climate, and unit leadership engagement in preventing and responding to sexual assault. Key risk factors include workplace hostility, toxic leadership, and low trust in reporting mechanisms, while protective factors include unit cohesion and leadership support.
2. Sexual Harassment – Measures frequency, tolerance, and organizational response to sexual harassment. STOs help identify leadership failures, training gaps, and environmental risks that contribute to harassment or retaliation.

The STOs serve as a roadmap for military leadership to address underlying factors contributing to harmful behaviors. These outcomes directly support the IPPW by ensuring that prevention professionals use data-driven approaches to enhance leadership accountability, climate assessments, and intervention strategies. By integrating STO insights into annual reporting requirements, the WING and other military components can continuously refine prevention policies, improve leadership engagement, and foster a culture of psychological safety, trust, and accountability.

Implementation of Prevention Strategies and Leadership's Role

Effective policy implementation requires active leadership support. Commanders must not only enforce policies, but foster climates of dignity, respect, and psychological safety to mitigate harmful behaviors. The IPPW helps measure policy effectiveness, capturing data on unit cohesion, toxic leadership, and barriers to reporting. By leveraging these insights, Wisconsin's leadership can strengthen prevention programs and enhance Service member trust.

Annual Reporting, Accountability, and Continuous Improvement

The IPPW can refine its reporting to ensure that DOD, NGB, and WING policies are not just implemented but delivering measurable results. This includes but is not limited to:

- Tracking historical trends
- Evaluating training effectiveness
- Monitoring policy modifications over time

The Strategic Target Outcomes Guide reinforces the importance of systematic tracking and accountability to ensure policies remain relevant and effective. Without structured oversight, policies risk becoming outdated or ineffective.

To achieve sustained policy refinement, IPPW seeks to conduct and enhance overtime:

- Feedback loops between policy revisions and prevention outcomes
- Ensure leadership engagement correlates with measurable improvements
- Documenting policy modifications annually to track effectiveness over time

Community Collaboration

The WING SAPR team frequently partners with community sexual assault service providers for events, training opportunities, and support services. Collaborative events include the 115th Fighter Wing's Revenge Porn and Sexploitation presentation in partnership with the Madison RCC-Sexual Violence Resource Center, the 128th Air Refueling Wing's Resiliency Walk which brings multiple community helping agencies together to raise awareness of mental health issues and the prevention of suicide, and the 32nd Infantry Brigade Combat Team's SARC's public service announcements in partnership with the Juneau County Sexual Assault Response Team (SART).

In addition to the Juneau County SART, the SAPR team actively participates in the Dane County SART, La Crosse County SART, Milwaukee Area SART, and the WI Attorney General SART which seek to increase victim support and experiences through a multi-disciplinary team approach to response.

Sexual Assault Prevention and Awareness Month (SAAPM)

Both military and civilian communities recognize April as Sexual Assault Prevention and Awareness Month (SAAPM). The Department of Defense (DoD) selects a theme every three years coordinating marketing and awareness campaign across the enterprise. The theme for 2022-2025 is, "STEP FORWARD. Prevent. Report. Advocate." According to the official DoD SAPR website, "The STEP FORWARD campaign is a call to action for all individuals to use their personal and collective strength to advance meaningful change in preventing and responding to sexual violence." (sapr.mil)

The WING has robust outreach and awareness campaigns throughout the month of April (Figure 4.1). In 2024, the SAPR Team hosted a TAG proclamation signing event, a Healing Garden, a Denim Day-Pancake Breakfast, Teal Tuesdays, and garnered support for the Hope Drive-Supporting Survivors of Sexual Assault. Service members gained valuable knowledge about the SAPR program, bystander intervention, and dispelled long held myths about the prevalence and causes of sexual assault.



Figure 4.1

In conclusion the WING has made tremendous strides in its prevention efforts and in providing support for victims of sexual harassment and assault. Adherence to and implementation of evolving policies and procedures will ensure the highest caliber of services are rendered to Airmen, Soldiers, and their families.

COMMONLY USED ACCRONYMS

AGR – Active Guard and Reserve
 ANG – Air National Guard
 ARNG – Army National Guard
 CATCH – Catch a Serial Offender Program
 CCA – Comprehensive Climate Assessment
 CDC – Center for Disease Control
 CMG – Case Management Group Meeting
 COS – Chief of Staff
 CY – Calendar Year
 CNGB – Chief of the National Guard Bureau
 CNGBI – Chief of the National Guard Bureau Instruction
 CNGBM – Chief of the National Guard Bureau Manual
 DA – Department of the Army
 DAF – Department of the Air Force
 DAFI – Department of the Air Force Instruction
 DAFMAN – Department of the Air Force Manual
 DAG – Deputy Adjutant General
 DCSA CAS – Department of Defense Consolidated Adjudication Services
 DD 2910 – Department of Defense Form 2910 Victim Reporting Preference Statement
 DD 2910-4 – Department of Defense Form 2910-4, “Catch a Serial Offender Program Explanation and Notification Form for SAPR Related Inquiry CATCH Entries
 DEOCS – Defense Organizational Climate Surveys
 DOD – Department of Defense
 DODD – Department of Defense Directive
 DODI – Department of Defense Instruction
 D-SAACP – Department of Defense Sexual Assault Advocate Certification Program
 DSAID – Defense Sexual Assault Incident Database
 EOA – Equal Opportunity Advisor
 EOL – Equal Opportunity Leader
 ETS - Expiration of Term of Service
 FRR – Formal Resolution Request
 FWCA – Force Wide Climate Assessment
 FY – Fiscal Year
 GEN – General Discharge
 GO/FO – General Officer / Flag Officer
 GOMOR – General Officer Memorandum of Reprimand
 GS – General Schedule
 HON – Honorable Discharge
 IAW – In Accordance With
 IG – Inspector General
 IRR – Informal Resolution Request

IPV – Intimate Partner Violence
IPPW - Integrated Primary Prevention Workforce
IRC – 90-Day Independent Review Commission on Sexual Assault in the Military
IRR – Informal Resolution Request
JFHQ – Joint Force Headquarters
JFHQ VA – Joint Force Headquarters Victim Advocate
JFHQ VAC – Joint Force Headquarters Victim Advocate Coordinator
MAJ – Major (Army)
MCIO – Military Criminal Investigative Office
MCMJ – Maine Code of Military Justice
MEO – Military Equal Opportunity
MST – Military Sexual Trauma
MTF – Military Treatment Facility
NCOER – Non-commissioned Officer Evaluation Report
NDAA – National Defense Authorization Act
NJP – Non-Judicial Punishment
NOVA – National Organization for Victim Assistance
NG – National Guard
NGB – National Guard Bureau
NGB DTM –National Guard Bureau Directive Type Memorandum
OER – Officer Evaluation Report
OCI – Office of Complex Investigations
OSJA – Office of the State Judge Advocate
OTH – Other Than Honorable Discharge
PD – Position Description
PEC – Professional Education Center
PII - Personally Identifiable Information
PM – Provost Marshal
PMO – Provost Marshal Office
POM – Program Objective Memorandum
POSTA - Position of Significant Trust and Authority
SAPR – Sexual Assault Prevention and Response
SAPR VA – Sexual Assault Prevention and Response Victim Advocate
SARC – Sexual Assault Response Coordinator
SAV – Staff Assistance Visit
SECAF – Secretary of the Air Force
SECARMY – Secretary of the Army
SECDEF – Secretary of Defense
SEEM – State Equal Employment Manager
SES – Senior Executive Service
SH – Sexual Harassment
SHARP – Sexual Harassment Assault Response and Prevention
SJA – State Judge Advocate

SM – Service Member
SRI – SAPR Related Inquiry
SVC – Special Victims’ Counsel
TAG – The Adjutant General
TDS – Trial Defense Services
UCMJ – Uniform Code of Military Justice
URI – Unit Readiness Inventory Survey
VAC – Victim Advocate Coordinator
VVA – Volunteer Victim Advocate
WGR – Workplace and Gender Relations Survey
Wing VA – Victim Advocate
WING – Wisconsin National Guard
WI ANG – Wisconsin Air National Guard
WI ARNG – Wisconsin Army National Guard
WRF – Warrior Resilience & Fitness Division

ADDENDUMS