



PERSONNEL AND
READINESS

UNDER SECRETARY OF WAR
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

The Honorable Roger F. Wicker
Chairman
Committee on Armed Services
United States Senate
Washington, DC 20510

AUG 10 2026

Dear Mr. Chairman:

The Department's response to section 1631 of the Ike Skelton National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2011 (Public Law 111-383), "Annual Report Regarding Sexual Assaults Involving Members of the Armed Forces and Improvement to Sexual Assault Prevention and Response Program," as amended by section 537 of the William M. (Mac) Thornberry NDAA for FY 2021 (Public Law 116-283), "Modifications of Annual Report Regarding Sexual Assaults Involving Members of the Armed Forces," is enclosed.

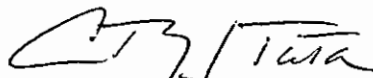
The Department of War FY 2025 Annual Report on Sexual Assault in the Military (FY 2025 Annual Report) presents statistics and analysis of reports of sexual assault and discusses policy and program improvements to the Department's Sexual Assault Prevention and Response program. The numerical data and statistics contained in this report respond to reporting requirements contained in the NDAA's for FYs 2011, 2012, 2013, 2015, 2017, 2018, 2021, and 2026. Additionally, the FY 2025 Annual Report provides an update on the implementation of section 549C of the James M. Inhofe NDAA for FY 2023 (Public Law 117-263), "Dissemination of Civilian Legal Services," satisfying the congressional briefing request in Senate Report 119-39, page 195, accompanying S. 2296, the NDAA for FY 2026, "Dissemination of Civilian Legal Services (549C) Review."

This year, the Department administered the 2025 Workplace Experiences Survey (WES), which informed the FY 2025 Annual Report. The survey results reflected a significant decrease in the estimated prevalence rate of sexual assault for both active duty men and women when compared to the last prevalence survey administered in FY 2023. The Department also generates estimated reporting rates using prevalence data from the WES and reporting data from the Defense Sexual Assault Incident Database. The estimated reporting rate increased from 25 percent in 2023 to 33 percent in FY 2025, meaning that about one in three Service members impacted by a sexual assault made a report to a Department of War authority.

The FY 2025 Annual Report also highlights continued investments in the Sexual Assault Prevention and Response mission space that are crucial to maintaining a mission-ready fighting force. Key efforts discussed in the FY 2025 Annual Report focus on sexual assault prevention, warfighter assistance, and actions taken to ensure compliance with law and policy.

Thank you for your continued strong support for our Service members. I am sending similar letters to the appropriate congressional committees.

Sincerely,



Anthony J. Tata

Enclosure:
As stated

cc:
The Honorable Jack Reed
Ranking Member



PERSONNEL AND
READINESS

UNDER SECRETARY OF WAR
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

The Honorable Mike D. Rogers
Chairman
Committee on Armed Services
U.S. House of Representatives
Washington, DC 20515

AUG 10 2026

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Sincerely,



Anthony J. Tata

Enclosure:
As stated

cc:
The Honorable Adam Smith
Ranking Member



PERSONNEL AND
READINESS

UNDER SECRETARY OF WAR
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

The Honorable Jerry Moran
Chairman
Committee on Veterans' Affairs
United States Senate
Washington, DC 20510

AUG 10 2026

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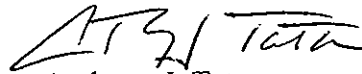
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Sincerely,



Anthony J. Tata

Enclosure:
As stated

cc:
The Honorable Richard Blumenthal
Ranking Member



PERSONNEL AND
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UNDER SECRETARY OF WAR
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

The Honorable Mike Bost
Chairman
Committee on Veterans' Affairs
U.S. House of Representatives
Washington, DC 20515

AUG 10 2026

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Sincerely,



Anthony J. Tata

Enclosure:
As stated

cc:
The Honorable Mark Takano
Ranking Member



Department of War Annual Report on Sexual Assault in the Military

Fiscal Year 2025





Department of War
Annual Report on Sexual Assault in the Military
Fiscal Year 2025

The estimated cost of this report or study for the Department of Defense is approximately \$3,007,000 in Fiscal Years 2025 - 2026. This includes \$2,180,000 in expenses and \$827,000 in DoW labor.

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Annex

Annex 1: 2025 <i>Workplace Experiences Survey</i> : Overview Report

This Year's Findings:

- In the FY 2025 *Workplaces Experiences Survey*, 4.3 percent of active duty women and 1.0 percent of active duty men indicated experiencing unwanted sexual contact in the year prior to being surveyed. This represents statistically significant decreases for both men and women, down from 6.8 percent in 2023 for women and down from 1.3 percent for men when compared to the last survey administered in FY 2023.
- The Department received a total of 7,998 reports of sexual assault in 2025, which is a decrease of 197 from the 8,195 reports received in 2024. Of the 7,998 reports, 5,022 were Unrestricted Reports and 2,976 remained Restricted at the end of FY 2025.
- Based on survey and reporting data, the Department estimates that about 33 percent of Service members who indicated experiencing unwanted sexual contact in FY 2025 reported their incident to a Department authority. This estimated reporting rate is an increase from the 25 percent of Service members estimated to have reported in FY 2023.
- In FY 2025, the Department had sufficient evidence to take disciplinary action in 1,321 cases of individuals investigated for an allegation of sexual assault.
- The FY 2025 survey found that rates of sexual harassment significantly decreased for both active duty men and women. This year, 17.5 percent of women (down from 24.7 percent in FY 2023) and 4.4 percent of men (down from 5.8 percent in Fiscal Year 2023) indicated experiencing an incident of sexual harassment in the year prior to being surveyed.

Full report is at www.SAPR.mil.

Executive Summary

Section 1631 of the National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2011, as amended, requires the Department to provide an annual report on sexual assault involving members of the United States Armed Forces. This report satisfies that requirement for FY 2025. Unless otherwise specified, all periods cited in this report pertain to the FY (October 1 to September 30).

This report provides an update on the Department's efforts to prevent and respond to sexual assault and sexual harassment in the military and includes sexual assault and sexual harassment prevalence and reporting data.

Summary of Fiscal Year 2025 Data

The Department assesses progress against sexual assault¹ via two primary metrics:

- Prevalence rate (i.e., estimated total of Service members experiencing unwanted sexual contact during the prior year, as measured by scientific surveys – desired state is *decrease*)
- Reporting rate (i.e., estimated percentage of victimized Service members making Restricted and Unrestricted Reports – desired state is *increase*)

In FY 2025, the Department's Office of People Analytics fielded the 2025 *Workplace Experiences Survey* (Active and Reserve Components). This Congressionally mandated survey is administered every two years and provides the Department with official estimates of the prevalence rates of unwanted sexual contact,² sexual harassment, and sex discrimination in the military. Key results from this year's survey are below.

The estimated prevalence rate of unwanted sexual contact decreased for both active duty men and women in FY 2025, as compared to survey results from FY 2023.

According to the FY 2025 *Workplaces Experiences Survey*, the estimated rates of unwanted sexual contact for active duty men decreased, down from an estimated 1.3 percent in FY 2023 to 1.0 percent in FY 2025. This statistically significant decrease in the estimated prevalence rate was

¹ The Department uses the term "sexual assault" to refer to a range of crimes, including rape, sexual assault, aggravated sexual contact, abusive sexual contact, and attempts to commit these offenses, as defined in the Uniform Code of Military Justice.

² "Unwanted sexual contact" is the survey measure used to estimate the range of penetrative, non-penetrative, and attempted sexual assault crimes prohibited by military law.

mostly driven by fewer junior enlisted men (E1-E4) indicating past-year unwanted sexual contact on the survey.

For active duty women, the estimated prevalence rate of unwanted sexual contact also decreased from an estimated 6.8 percent to 4.3 percent, compared to FY 2023 rates. This statistically significant decrease in estimated prevalence was mostly driven by fewer enlisted women (E1-E4 and E5-E9) and junior officer women (O1-O3) as well as women ages 35 and younger indicating past-year unwanted sexual contact on the survey.

However, despite the decreases indicated above, junior enlisted men and women (E1-E4) and those ages 24 or younger remained at greater risk of unwanted sexual contact compared to men and women of higher ranks and those over the age of 25.

Based on the survey results, the Department estimates that about 20,492 active duty Service members (9,860 active duty women and 10,632 active duty men) indicated experiencing unwanted sexual contact, penetrative or attempted, in the year prior to being surveyed, which is a decrease from the 29,061 active duty Service members (15,201 active duty women and 13,860 active duty men) who indicated experiencing unwanted sexual contact in FY 2023.

A greater proportion of Service members reported experiencing their incident of sexual assault in FY 2025.³

In FY 2025, the Military Services received a total of 7,998 sexual assault reports. Of the 7,998 reports, 6,843 sexual assault reports were from active duty Service members for an incident they reported experiencing during military service. Based on FY 2025 survey estimated prevalence rates, this indicates an estimated reporting rate of 33 percent. In other words, about 1 in 3 Service members reported experiencing their sexual assault to a Department authority. This estimate is up from the 1 in 4 Service members estimated to have reported experiencing sexual assault in FY 2023.

The estimated prevalence rate of sexual harassment decreased for both active duty men and women.

The FY 2025 survey found that an estimated 17.5 percent of active duty women (down from 24.7 percent in 2023) and an estimated 4.4 percent of active duty men (down from 5.8 percent in 2023) indicated experiencing an incident of sexual harassment in the year prior to being surveyed. In FY 2025, the Department received 2,936 sexual harassment complaints which is relatively on par with the number of sexual harassment complaints in FY 2024 (3,014).

Summary of Fiscal Year 2025 Policy and Oversight Actions

In FY 2025, the Department engaged in policy and oversight actions to ensure that victim assistance, recovery services, and efforts to deter and diminish harmful behaviors complied with law and policy.

To evaluate and improve Sexual Assault Prevention and Response services across diverse operating environments, the Department conducted targeted assessments within the United States Indo-Pacific Command and across six Joint Bases in FY 2025. While the Department found that staff at five installations in Japan, Korea, and Guam provided quality victim assistance, site visits highlighted the need to fully implement the Sexual Assault Response Workforce Model to resolve potential structural gaps identified for expeditionary settings. The engagements at Joint Bases identified a need for improved cross-Service collaboration,

³ A report of experiencing assault, sexual harassment, or sex discrimination consists of allegations. Until there is an investigation and adjudication of the sexual assault, sexual harassment, or sex discrimination allegations, a report does not constitute a finding of guilt or innocence.

synchronized case management, and unified training, where appropriate, between host and tenant commands. These findings are directly informing policy clarifications and other enterprise-wide efforts to better support installation leadership.

The Department also conducted targeted On-Site Installation Evaluations to identify vulnerabilities impacting unit cohesion and mission readiness. Through focus groups involving over 2,300 personnel, these evaluations contextualized raw command climate data into actionable intelligence for commanders. The findings reinforced that engaged leadership, a fully resourced Integrated Primary Prevention Workforce, and the active mitigation of stressors are critical readiness multipliers that preserve and support our Total Force's warfighting capability.

Additionally, the Department advanced key Under Secretary of War for Personnel and Readiness directives to professionalize and standardize the response workforce. By overseeing the Military Departments' transitions to a full-time, dedicated Sexual Assault Response Workforce, the Department ensured continued momentum in reducing collateral-duty burdens and elevating victim care. This professionalization was directly reinforced through the deployment of the Encounter Skills curriculum. The Department successfully trained 88 Service instructors in FY 2025 to standardize and enhance the proficiency of Sexual Assault Response Coordinators and Victim Advocates across the enterprise.

Way Forward

The Department's commitment to a disciplined, professional fighting force is fundamental to maintaining a lethal, ready, and mission-focused military. This commitment is grounded in standards, accountability, and mutual respect across the Total Force. Conduct that undermines that trust—including sexual assault—directly degrades unit cohesion, readiness, and overall warfighting effectiveness.

Preventing and responding to sexual assault is therefore a readiness imperative. The Department will continue to strengthen efforts to deter and diminish harmful behaviors, provide timely and victim-centered care, and hold substantiated offenders appropriately accountable. These efforts reinforce good order and discipline, protect the Total Force, and preserve the trust required for mission success.

By continuing to integrate sexual assault prevention and response into the broader mission of readiness and lethality, the Department ensures Service members can operate with confidence, focus on the mission, and sustain the high standards expected of them.

Introduction

Section 1631 of the Ike Skelton NDAA for FY 2011, as amended, requires the Department to submit an annual report to the Committees on Armed Services and Veterans Affairs of the Senate and the House of Representatives regarding sexual assault involving members of the armed forces under the jurisdiction of the Secretary of War.

Report Focus Areas

This report summarizes the Department's key data and Sexual Assault Prevention and Response (SAPR) efforts. This year's report provides updates on actions the Department has taken in the following focus areas:

- Estimated prevalence rates of unwanted sexual contact (USC), sexual harassment, and sex discrimination;
- Combating sexual assault and other harmful behaviors;
- FY 2025 sexual assault reporting data;
- Providing a quality response for Service Members who experience sexual assault; and
- Ensuring compliance with policy and law.

Report Appendices

This report contains information on sexual assault reports made during FY 2025 and serves as the Department's assessment of the Military Services' and National Guard Bureau's (NGB) prevention and response efforts from October 1, 2024, to September 30, 2025. The SAPR program addresses alleged sexual offenses, including rape, sexual assault, aggravated sexual contact, abusive sexual contact, or attempts to commit these offenses by adults against adults.

The Department's additional accomplishments are at Appendix A. Detailed statistical data and analysis are at Appendices B, C, and D. A summary of data from the Department's Safe Helpline (SHL) is at Appendix E. Appendix F contains FY 2025 data concerning formal, informal, anonymous, and confidential sexual harassment reports. Appendices G and H contain data on sexual assault of a spouse or intimate partner and child sexual abuse reported to the Family Advocacy Program (FAP). A list of acronyms used in this report is at Appendix I.

Report Annex

Annex 1: 2025 Workplace Experiences Survey (WES)

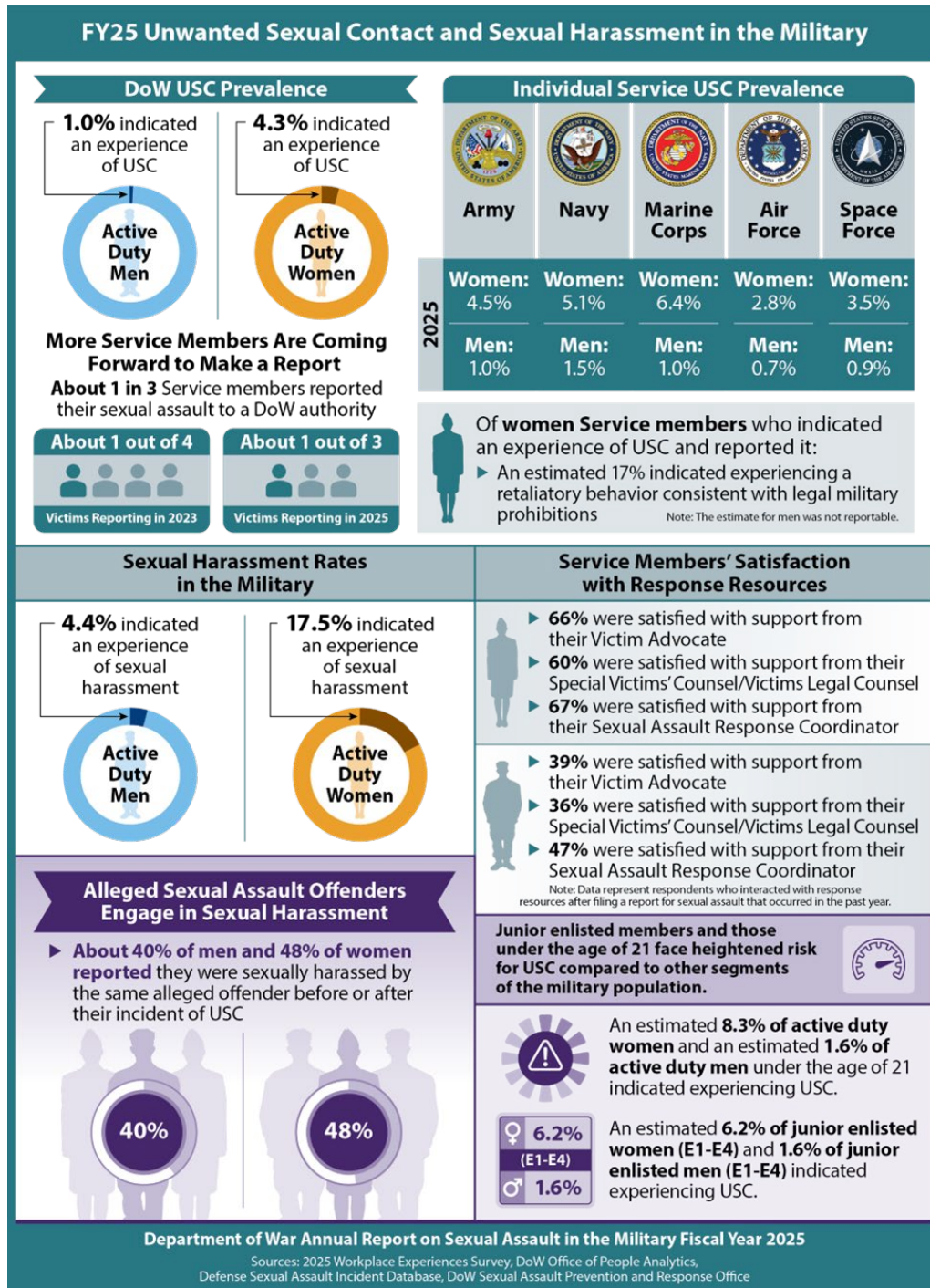
Section 481 of title 10, United States Code, requires the Department to conduct the *WES* every two years. The Office of People Analytics (OPA) administers the survey to estimate past-year prevalence of USC, sexual harassment, and sex discrimination in the Active and Reserve Components. Military members complete the survey online and respond to survey questions

about their experience of USC (the survey's proxy measure for the crimes that constitute sexual assault), outcomes associated with reporting an allegation of USC, and sex-related Military Equal Opportunity (MEO) violations. The 2025 *WES*: Overview Report, which describes the survey methodology and presents estimated prevalence⁵ data for both Active and Reserve Component members, is at Annex 1.

⁵ OPA used scientific weighting to estimate prevalence rates that were representative of the entire active duty population.

Spotlight: FY 2025 Data

Below is key data concerning estimated prevalence rates of sexual assault (as measured through the USC⁶ survey metric) and sexual harassment from FY 2025.



⁶ USC is the survey term used as a proxy for behavior that may constitute a sexual offense, including rape, sexual assault, aggravated sexual contact, abusive sexual contact, or attempts to commit these offenses.

Estimated Prevalence Rates of Unwanted Sexual Contact, Sexual Harassment, and Sex Discrimination

The Department conducts the confidential *WES* survey so that it can better understand the impact of USC on the military population. These survey data are important because civilian research and the Department's own data show that reports to police and other authorities underestimate the extent of sexual assault in U.S. civilian and military populations. Individuals who indicated experiencing sexual assault often do not report an incident due to a variety of reasons.

The *WES* results are weighted to be representative of the entire active duty force. This scientific approach allows the Department to estimate the number of active duty Service members who indicated experiencing USC in the year prior to being surveyed.

Therefore, the following section discusses the estimated prevalence rates of USC, sexual harassment, and sex discrimination in FY 2025 in the active duty population and Reserve Component from the FY 2025 *WES*.

1. Estimated Prevalence of USC in FY 2025 in the Active Duty Population

The Department's estimates of the percentage of Service members who indicated experiencing USC is reflected in Figure 1 below.⁷ According to the 2025 *WES*, there were decreases in the estimated rates of USC for both active duty men and women compared to the estimated rates measured in FY 2023. An estimated 4.3 percent of women (down from 6.8 percent in FY 2023) and an estimated 1.0 percent of men (down from 1.3 percent in FY 2023) indicated experiencing USC in the year prior to being surveyed. The decreased rate for women was driven by statistically significant decreases in non-penetrative, attempted, and penetrative USC, whereas the decreased rate for men was primarily driven by statistically significant decreases in non-penetrative USC. Based on these estimated rates, the Department estimates 20,492 active duty Service members who indicated experiencing USC in FY 2025 (9,860 women and 10,632 men).

⁷ The dashed lines in Figure 1 indicate changes in measurement. In Calendar Year (CY) 2006, FY 2010, and FY 2012, a single item "USC" measure was used in the Department's prevalence surveys. The FY 2014, FY 2016, and FY 2018 surveys used a lengthier "sexual assault" measure developed by RAND Corporation and designed to align more closely with statutory language from the UCMJ. Although the RAND measure used different methods to estimate the past-year prevalence of alleged sexual assault offenses, it has been shown to generate statistically comparable estimates to the single item USC measure used in CY 2006, FY 2010, and FY 2012. In CY 2021, a new, substantially revised USC measure was fielded in response to changes required by the Paperwork Reduction Act. This latest USC measure has not been studied with those previously used; therefore, no scientific comparisons can be made between USC prevalence since 2021 and prior year prevalence estimates.

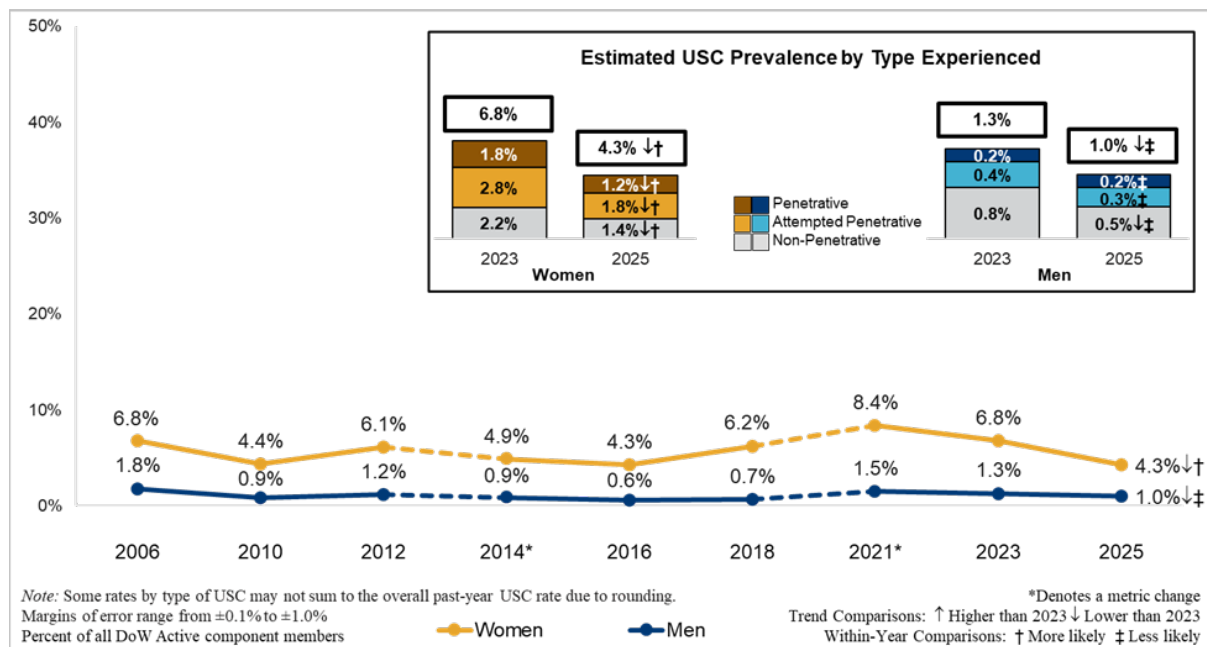


Figure 1: Unwanted Sexual Contact Past-Year Prevalence Estimates

2025 WES Reveals Demographics of Victims and Alleged Offenders in the Active Duty Population

Compared to FY 2023, the estimated USC prevalence rates decreased for women of all ranks, except for senior officer women (O4-O6) and for women over the age of 35 whose rates did not change statistically. For men, the estimated USC prevalence rates decreased for junior enlisted men (E1-E4) (down from 2.1 percent in FY 2023 to 1.6 percent in FY 2025) and for men ages 25 to 30 years old (down from 1.3 percent in FY 2023 to 0.9 percent in FY 2025), as compared to rates last measured in 2023. When compared within groups, the 2025 WES indicated that junior enlisted men and women (E1-E4) and men and women ages 24 or younger were more likely to experience USC than those of a higher rank and those ages 25 or older.

Consistent with findings from the 2023 survey, the 2025 WES found that most women (89 percent) and nearly half of men (44 percent) who experienced USC indicated the alleged offender was a man. Most women (87 percent) and men (74 percent) indicated one or more of the alleged offenders were military members. Between FY 2023 and FY 2025, there was an increase among both women (an estimated 1 percent in FY 2023 versus 3 percent in FY 2025) and men (an estimated 7 percent in FY 2023 versus 13 percent in FY 2025) who indicated they were unsure of the sex of the alleged offender. Approximately a third of women (33 percent) and men (36 percent) indicated the alleged offender was a military member of the same rank in their unit.

Review of Command Climate Factors Associated with Sexual Assault

A command climate factor is a characteristic of the leadership and/or environment in a unit, such as fairness, respect, accountability, and tolerance of harmful behavior. These features may influence the likelihood of sexual assault and the willingness of Service members to report and seek help. The 2025 WES measured a number of command climate factors as summarized below.

Service Member Trust in Leadership Remains High

Consistent with findings from FY 2023, Service members' trust in their supervisors and the belief that they act fairly was high for both women and men in FY 2025. An estimated 72 percent of women and 80 percent of men agreed that they trusted their supervisor and that their supervisor ensured all assigned personnel were treated fairly. Similarly, an estimated 72 percent of women and 79 percent of men agreed that their supervisor evaluated their work performance fairly.

Service Member Trust in the Military System Increased Compared to FY 2020/23

The 2025 WES asked Service members to what degree they would trust the military if they were to be sexually assaulted. According to the survey, Service members' trust in the military system regarding incidents of sexual assault increased for both men and women compared to results obtained in FY 2023. Sixty-four percent of men (up from 61 percent in FY 2023) and 41 percent of women (up from 38 percent in FY 2023) indicated they would trust the military system to protect their privacy, while 69 percent of men (up from 66 percent in 2023) and 45 percent of women (up from 43 percent in FY 2023) indicated they would trust the military system to ensure their safety following a sexual assault incident. Sixty-nine percent of men (up from 66 percent in FY 2023) and 46 percent of women (up from 43 percent in FY 2023) indicated they would trust the military system to treat them with dignity and respect. Lastly, in FY 2025, men were significantly more likely (65 percent) than women (44 percent) to trust that the Office of Special Trial Counsel (OSTC) would be fair to them if they were to experience a sexual assault.

Service Members were Uncertain whether the Problem of Sexual Harassment and Sexual Assault was Improving in the Military

Service members' perceptions regarding whether sexual harassment and sexual assault are becoming more or less of a problem follow nearly identical trends between the FY 2023 and FY 2025 WES. Notably, certainty has decreased over the last two years, with the "do not know" category seeing significant increases to become the most common response for both men (52 and 53 percent, respectively) and women (42 and 44 percent, respectively) in FY 2025. Additionally, men and women are divided in definitive opinions. In 2025, men were roughly twice as likely as women to state that these issues are "less of a problem today" (26 percent for men versus 13 and 14 percent for women). Conversely, women were nearly three times as likely as men to feel that sexual harassment and sexual assault have become "more of a problem today" (16 to 18 percent for women versus 6 percent for men).

Service Members Perceive that Supervisors Model Respectful Behavior

In FY 2025, women were more likely to indicate supervisors modeled respect in three of five behaviors,⁸ compared to FY 2023. In FY 2025, men were more likely to agree that their supervisor would stop individuals from talking about sexual topics at work. Women were less likely than men to perceive these respectful behaviors in their supervisor.

Retention Intentions Increased Slightly Since 2023

The percentage of women indicating they would likely stay on active duty increased from an estimated 53 in percent in FY 2023 to 54 percent in FY 2025. For men, retention intentions

⁸ Behaviors on the survey include: (1) encourages individuals to help others in risky situations that could result in harmful outcomes; (2) promotes responsible alcohol use; (3) would intervene if an individual was receiving sexual attention at work; (4) would stop individuals who are talking about sexual topics at work; (5) would correct individuals who refer to co-workers as "honey," "babe," "sweetie," or use other unprofessional language at work.

increased from 54 percent in 2023 to 57 percent in FY 2025. Men were more likely than women to indicate they would likely stay on active duty in FY 2025.

2. Estimated Prevalence Rates of Sexual Harassment in FY 2025 in the Active Duty Population

The 2025 *WES* found that sexual harassment decreased for both men and women. An estimated 4.4 percent of men (44,656 Service members) indicated experiencing sexual harassment in the year prior to being surveyed, down from 5.8 percent of men in FY 2023. For women, an estimated 17.5 percent (39,744 Service members) indicated experiencing sexual harassment in the year prior to being surveyed, down from 24.7 percent in FY 2023.

From FY 2023 to FY 2025, rates of sexual harassment decreased across nearly all ranks and age groups. The only exception was junior officer men (O1-O3) whose rates trended downward but were not statistically significant. In FY 2025, junior enlisted women and men (E1-E4) were more likely to experience sexual harassment than members of higher ranks.

In FY 2025, most women (80 percent) and an estimated 64 percent of men (up from 59 percent in FY 2023) indicated the alleged sexual harassment offender was a man. In FY 2025, an estimated 95 percent of women (down from 97 percent in FY 2023) and an estimated 95 percent of men indicated at least one of the alleged offenders was affiliated with the military. Nearly half of women (down from 52 percent in FY 2023 to 48 percent in FY 2025) and men indicated the alleged offender was a military member of the same rank in their unit. Over a third of women (down from 41 percent in FY 2023 to 38 percent in FY 2025) and over a quarter of men (28 percent) identified the alleged offender as a higher-ranking member of their unit.

Of those Service members reporting an incident of USC, an estimated 39 percent of women and approximately one-third of men (32 percent) said they were sexually harassed by the same alleged offender before the USC incident, with approximately one-third of women (34 percent) and men (32 percent) indicating they were sexually harassed by the same alleged offender after the USC incident. Among those who were sexually harassed prior to the USC incident, an estimated 6 percent of women and 5 percent of men made a sexual harassment complaint before the alleged USC incident occurred. Additionally, men were less likely (13 percent) than women (21 percent) to experience stalking by the same alleged offender after the USC incident.

3. Estimated Prevalence Rate of Sex Discrimination in FY 2025 in the Active Duty Population

The 2025 *WES* revealed a decrease in the prevalence of sex discrimination for both men and women since FY 2023. For women, the rate fell from an estimated 13.2 percent in FY 2023 to 9.5 percent (21,686 Service members) in FY 2025. For men, the rate was halved, dropping from an estimated 1.4 percent to 0.7 percent (7,494 service members). Despite these overall improvements, rates of sex discrimination did not decrease for senior officer women (O4-O6). In FY 2025, senior enlisted women (E5-E9), officer women (O1-O6), and women aged 25 or older were more likely to experience sex discrimination than their counterparts.

4. Estimated Prevalence Rates of Unwanted Sexual Contact, Sexual Harassment, and Sex Discrimination in FY 2025 in the Reserve Component

Except for USC among men, there were statistically significant decreases in USC, sexual harassment, and sex discrimination in the Reserve Component as well.

Unwanted Sexual Contact

The 2025 survey found that there was a decrease in USC for women in the Reserve Component, down from an estimated 3.9 percent (about 6,386 Service members) in FY 2023 to

an estimated 2.7 percent (4,508 Service members) in FY 2025. For men in the Reserve Component, the estimated USC rate trended downward but was not statistically significant: an estimated 0.7 percent in FY 2023 (about 4,228 Service members) versus 0.6 percent (about 3,558 Service members) in FY 2025 indicated experiencing USC.

Sexual Harassment

Sexual harassment in the Reserve Component decreased for both men and women. In FY 2025, an estimated 9.1 percent of women indicated experiencing sexual harassment compared to 13.8 percent in FY 2023. For men, an estimated 2.3 percent indicated experiencing sexual harassment in FY 2025, down from 2.9 percent in FY 2023.

Sex Discrimination

Sex discrimination in the Reserve Component declined according to the 2025 *WES*, with an estimated 5.7 percent of women and 0.5 percent of men indicating they experienced sex discrimination (down from 8.5 percent and 0.8 percent, respectively, in FY 2023).

Combating Sexual Assault and Other Harmful Behaviors

Operationalizing Prevention: The Integrated Primary Prevention Workforce (IPPW) as a Readiness Multiplier

The combat lethality of the Department of War (DoW) relies unequivocally on its human capital. When harmful behaviors—such as sexual assault, harassment, suicide, substance misuse, domestic violence, and child abuse—infiltrate our ranks, they act as internal adversaries, eroding the very foundation of our operational readiness and unit lethality. Countering these internal threats is not an administrative or peripheral support task; it is a critical warfighting imperative. Every Service member taken out of the fight due to these behaviors represents a direct, preventable reduction in our combat power and mission capability.

To maximize warrior readiness and preserve the force, the IPPW operates as specialized advisors to command teams, equipping them with the tools to anticipate and neutralize readiness threats. Established under section 549B of the FY 2022 NDAA, the IPPW is a dedicated cadre of professionals trained to monitor threat indicators, interpret climate data, and assist commanders in executing targeted, proactive defense strategies against harmful behaviors.

By proactively identifying and eliminating underlying operational and environmental risk factors, the IPPW enables leaders to forge highly cohesive, resilient formations. This strategic approach ensures Service members remain focused on the mission rather than internal friction, directly restoring military capability and enhancing overall unit effectiveness.

The IPPW sustains the force through five core operational lines of effort:

- **Tactical Validation (Finding What Works):** Identifying and deploying field-tested, evidence-based countermeasures that fortify command climate and neutralize vulnerabilities before they can degrade readiness.
- **Intelligence-Driven Operations (Turning Data into Action):** Fusing climate data and threat trends to provide commanders with actionable intelligence and clear recommendations for building disciplined, accountable, and lethal teams.

- **Command Advisement (Advising Leadership):** Serving as specialized staff experts who advise commanders on best practices for force protection, human capital preservation, and optimizing unit performance.
- **Operational Assessment (Ensuring Efforts are Effective):** Continuously evaluating the effectiveness of deployed prevention tactics to ensure the Department utilizes the most efficient, proven tools with a measurable return on investment.
- **Cross-Functional Synchronization (Connecting the Experts):** Integrating with adjacent support and prevention elements to eliminate operational silos, ensuring commanders receive a unified, efficient, and synchronized force-protection support network.

The following section details the integrated support infrastructure that enables the IPPW to execute this critical mission.

1. **Generating Capability: Professionalizing the Prevention Force and Sustaining Operational Readiness**

To ensure the IPPW is fully equipped to execute its force preservation mission, the Department provides rigorous, continuous operational training and technical support. This integrated sustainment pipeline ensures our prevention workforce remains an agile, highly capable asset in mitigating threats to readiness.

Professionalizing the Force (Credentialing)

In accordance with section 549B of the NDAA for FY 2022, the Department established the DoW Credentialing Program for Prevention Personnel (D-CPPP) to provide a baseline for and professionalize the IPPW. This first-of-its-kind credential standardizes the tactical and strategic competencies required to protect the force. At the end of FY 2025, 1,049 IPPW personnel have been fully credentialed and certified for operational activity in these critical roles.

Operational Training and Sustainment (Professional Development)

The Sexual Assault Prevention and Response Training and Education Center of Excellence (SAPRTEC) serves as the primary training pipeline for the IPPW. SAPRTEC equips personnel with the specialized skills needed to neutralize internal threats to readiness—such as sexual assault, harassment, domestic abuse, suicide, and child abuse or neglect. Key FY 2025 training and sustainment efforts included:

- **Tactical Prevention Webinars:** SAPRTEC executed 9 virtual training engagements for 3,494 personnel in FY 2025. These briefings focused on translating raw data from the *Defense Organizational Climate Survey (DEOCS)* and *Defense Organizational Climate Pulse* into actionable information, updating Prevention Plans of Action, and utilizing data to assess operational effectiveness.
- **Unified Action via the Integrated Prevention Network (IPN):** To drive interoperability and continuous learning across the joint force, SAPRTEC manages the IPN. This operational network serves as a centralized hub for prevention professionals to share field-tested tactics and standard operating procedures, ensuring a synchronized, unified defense against harmful behaviors.
- **Foundational Readiness Training Suite:** The core “Prevention of Harmful Behaviors in the Military” course establishes the baseline doctrine for the workforce. Available via virtual instructor-led training and Joint Knowledge Online (JKO), this course met the first credentialing requirement for 278 personnel in FY 2025.

- **Command Climate & Battle Rhythm Planning Courses:** In FY 2025, SAPRTEC sustained its capability-building efforts on JKO, allowing 1,154 personnel to complete the Comprehensive Integrated Primary Prevention (CIPP) Plan course to develop targeted risk-mitigation strategies. Concurrently, 5,989 personnel completed the Command Climate Assessment (CCA) course, learning to deploy and interpret critical diagnostic tools like the DEOCS to advise commanders on unit resilience.

Tactical Advisement and Expert Support

The Prevention Technical Assistance Center (PTAC) operationalizes IPPW training by turning doctrine into decisive action. PTAC provides commanders and prevention personnel with the technical expertise required to successfully plan, execute, and evaluate force protection operations. This end-to-end support ensures local prevention strategies yield measurable returns on investment and tangible readiness improvements. Key FY 2025 accomplishments include:

- **Direct Technical Assistance:** PTAC delivered customized, one-on-one operational support to prevention personnel in the field. This included on-demand, specialized consultation and the rapid development of tactical job-aids—such as operational templates, resource guides, and execution checklists—to streamline local prevention efforts.
- **Group Technical Assistance and Capability Building:** PTAC conducted targeted workshops and joint training events tailored to specific Service or cross-functional needs. In FY 2025, PTAC executed 7 group learning events for 904 attendees, delivering 14 hours of specialized instruction to address specific knowledge gaps. Topics included real-world program evaluation, intelligence interpretation for IPP planning, and techniques for extracting actionable insights from unit focus groups and interviews.

2. Measuring Impact: Assessing Progress of Prevention Capabilities

On-Site Installation Evaluations (OSIEs) are targeted operational assessments of installations and ships designed to provide direct oversight of unit cohesion and evaluate local threat-mitigation capabilities. By engaging with the force at the tactical edge, OSIEs serve as a critical diagnostic tool for leadership. These in-depth evaluations provide an unvarnished look at operational vulnerabilities and tactical successes across the Total Force, delivering actionable information on exactly how and why harmful behaviors are degrading military readiness and lethality.

To date, the Department has executed 90 OSIE missions globally. In FY 2025, the Office of Command Climate and Well-Being Integration (OCCWI) conducted 483 targeted sensing sessions (focus groups) with 2,341 personnel (1,708 Service members, 633 civilians). These direct frontline engagements are critical for contextualizing raw climate data, transforming standard survey statistics into actionable, qualitative information for commanders.

Ultimately, these operational assessments isolate systemic threats to unit cohesion, identify foundational quality of life stressors that distract from the warfighting mission, and dictate the tactical training requirements necessary to fully equip our IPPW for the current fight.

The FY 2025 OSIE campaign strategically targeted installations grouped by shared geographic operating environments and force demographics. This approach was designed to identify regional threats to readiness and shared vulnerabilities across the force. The ultimate objective was to provide commanders with actionable information on how specific physical environments and localized stressors directly impact force preservation, unit cohesion, and overall warfighting capability. Key findings from the FY 2025 OSIEs include:

- **Leadership Engagement Promotes Force Protection (Service Culture & Geography):** Leadership that actively addresses threats to readiness improves conditions within their local and geographically separated units. Commanders who prioritize risk mitigation foster cohesive, resilient formations that are better postured to execute the mission and deter harmful behaviors, regardless of their operational environment.
- **Prevention Workforce Can Function as an Operational Enabler (IPPW Execution & Readiness):** While core Integrated Primary Prevention (IPP) efforts are active, inconsistent execution—driven by manpower shortages and competing requirements—creates strategic vulnerabilities within the force. Prioritizing and fully manning the prevention workforce is critical to identifying and neutralizing risks before they result in incidents that degrade unit readiness and deployability.
- **Leaders Require Information-Driven Prevention (Data Sharing):** Commanders and the IPPW require access to DoW climate assessment resources to better identify and address factors degrading mission readiness throughout the force. A unified, cross-functional threat picture is essential for leadership to make rapid, data-driven decisions that preserve combat capability.
- **Quality of Life Functions as a Readiness Multiplier (Systems Transformation):** Systemic quality of life stressors (e.g., housing, childcare, financial strain) directly degrade force retention, resilience, and overall combat effectiveness. It is imperative that the IPPW and command teams engage in synchronized, cross-functional efforts to resolve these systemic issues, ensuring Service members remain focused on their warfighting mission rather than foundational needs.

3. **Data-Driven Force Preservation: Arming the Workforce with Actionable Information**

To meet Congressional and Departmental mandates, the Department is operationalizing data to IPPW strategies. Targeting resources toward proven risk-mitigation efforts is a strategic imperative; it ensures we effectively neutralize internal threats to unit cohesion, maximize warrior resilience, and directly support the Secretary of War's priority of restoring our military capability. Key operational enablers include:

- **Prevention.mil:** Serving as the centralized information and resource node for Department prevention personnel and commanders, this platform provides immediate access to critical data, risk-mitigation tools, and current doctrine. In FY 2025, the portal sustained a high operational tempo, executing 298,672 page views and deploying 52,536 resources directly to the field to support local readiness and force protection efforts.
- **Prevention Clearinghouse:** Functioning as the Department's central repository for threat-mitigation and prevention research, the Clearinghouse for Primary Prevention Research and Evaluation synchronize cross-functional efforts and eliminates redundant resource expenditures. This unified platform ensures that commanders and the IPPW can rapidly identify and deploy validated, evidence-based tactics to protect the force and preserve combat power.
- **Force Resilience Index:** This diagnostic application evaluates and ranks DoW installations and ships based on their capacity to withstand and recover from operational and environmental stressors. By fusing historical incident data with current command climate indicators, the Index provides leaders with an early-warning diagnostic score. This enables commanders to identify localized vulnerabilities and strategically maneuver support and resources to at-risk formations before further mission degradation occurs. It also highlights

areas of strength leaders can leverage to increase resilience and mitigate threats to readiness.

- **Prevention Champions Initiative:** In FY 2025, this initiative mobilized a network of approximately 110 military and civilian leaders across all echelons via the Prevention Champions Council (PCC). Through continuous operational syncs (bimonthly meetings), the PCC generated over 800 tactical feedback data points and 21 frontline assessments (Story Captures). This direct feedback loop from the field shapes strategic campaigns and messaging, ensuring that all prevention operations are explicitly tethered to maximizing warrior availability and preserving human capital for the fight.

FY 2025 Sexual Assault Reporting Data

The Department encourages greater reporting to connect warfighters with care to aid in their recovery and to hold alleged offenders appropriately accountable. Therefore, the following section discusses FY 2025 sexual assault reporting data and sexual assault response-related results from the 2025 *WES*.

1. FY 2025 Sexual Assault Reporting Data

Overall, reports of sexual assault decreased by two percent in FY 2025, compared to FY 2024. In FY 2025, the Department received 7,998 reports of sexual assault involving Service members as either victims or subjects, down from 8,195 in FY 2024 (Figure 2 below).

Reports of sexual assault are categorized as either Restricted or Unrestricted. Of the 7,998 reports received in FY 2025, 2,976 reports remained Restricted at the end of the year, about a two percent decrease from the number remaining Restricted in FY 2024. Of the 2,976 reports remaining Restricted, 308 reports (10 percent) involved incidents that occurred prior to the reporting Service member's military service.

Of the 7,998 reports, 5,022 reports were Unrestricted, a 3 percent decrease from the number of Unrestricted Reports in FY 2024.⁹ Of the 5,022 Unrestricted Reports, 229 reports (5 percent) involved incidents prior to the reporting Service member's military service. Figure 2 displays the trend in Unrestricted and Restricted Reporting from FY 2015 to FY 2025.

⁹ Defense Sexual Assault Incident Database (DSAID) data used in this report are extracted three months after the end of each FY. This three-month period is used for data validation with the Services and is necessary because DSAID is a "live" system, with case statuses changing daily. A primary example of this is when a Service member changes their Restricted Report to an Unrestricted Report. For this report, 58 such conversions occurred during the validation period. These 58 conversions are counted as Unrestricted Reports and are included within the 598 total report conversions for FY 2025.

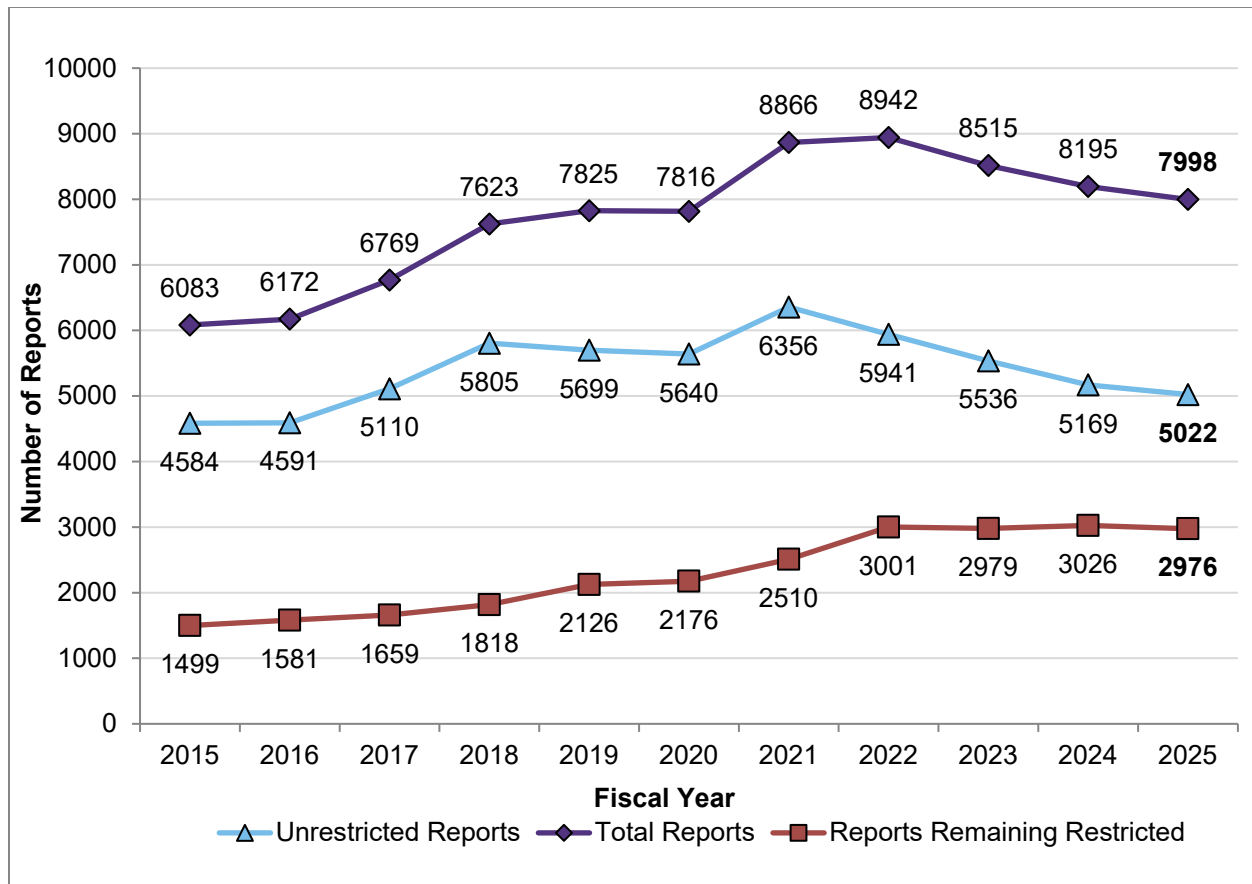


Figure 2. Reports of Sexual Assault Made to DoW, FY 2015 – FY 2025

Service Member Reporting Rate Increased in FY 2025

Of the 7,998 reports received by the Department in FY 2025, 6,843 reports involved allegations of sexual assault made by Service members for an incident that occurred during their military service. The 6,843 reports represent about 33 percent of the estimated 20,500 Service members who indicated experiencing a past year sexual assault based on the 2025 *WES* (Figure 3 below). This is an increase from the 25 percent reporting rate measured in FY 2023. In other words, an estimated 1 in 3 Service members reported allegations of sexual assault to Department authorities in FY 2025, compared to 1 in 4 Service members in FY 2023.

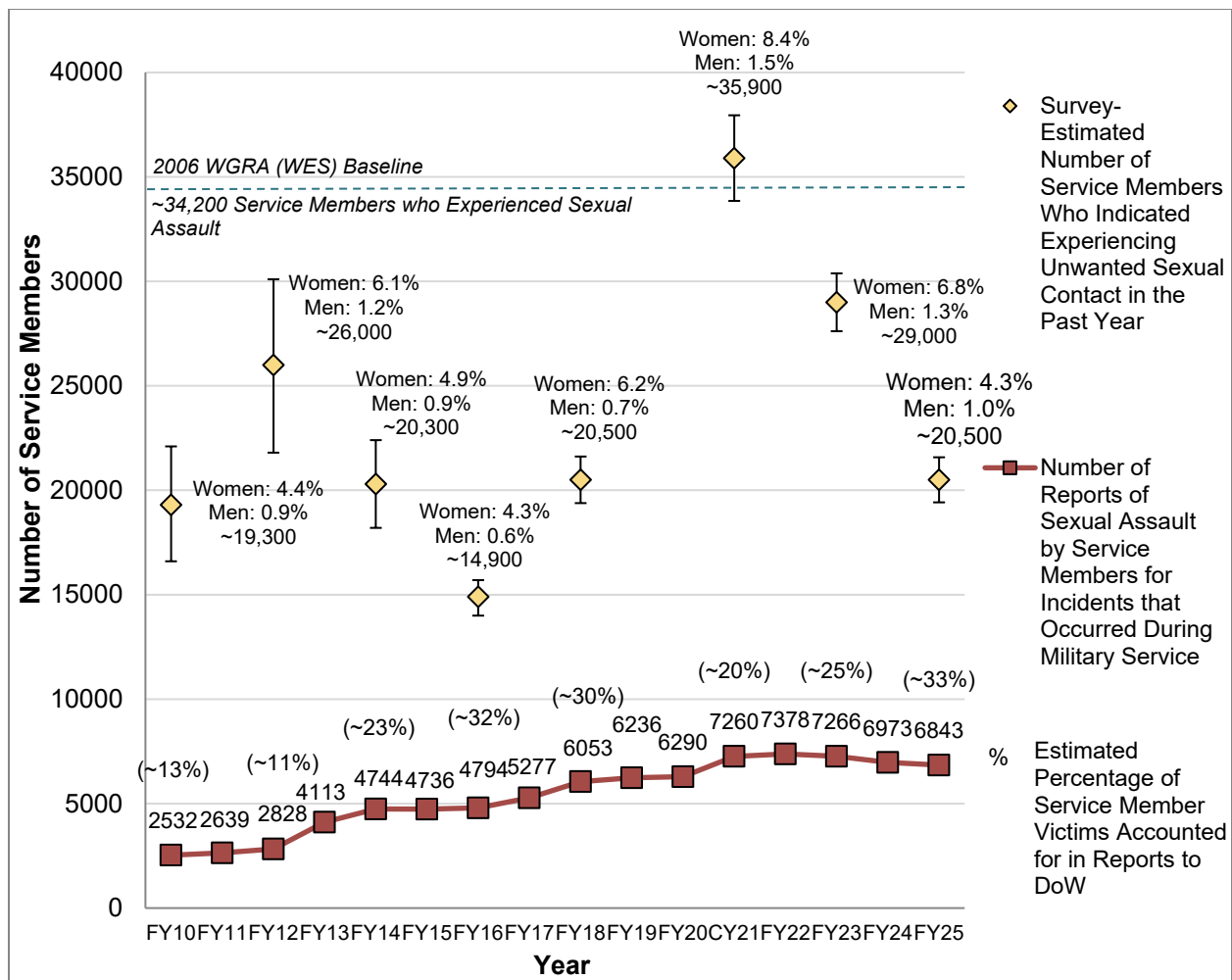


Figure 3: Estimated Number of Service Members Who Indicated an Experience of USC in the Past Year in the WES Compared to the Number of Service Members Who Made Reports of Sexual Assault for Incidents that Occurred during Military Service, FY 2010-FY 2025

Table 1 below provides a breakdown of reports by who reported allegations, type of report, and whether the report was for an alleged incident that occurred prior to military service. Equivalent tables by Military Service can be found in Appendix B: Statistical Data on Sexual Assault.

Table 1. Sexual Assault Reports by Victim and Military Status, FY 2025

	Unrestricted Reports	Restricted Reports	Total Reports
Total Reports of Sexual Assault	5,022	2,976	7,998
Reports Made by Service Members	4,451	2,929	7,380
<i>Service Member Reports for Incidents that Occurred Prior to Military Service</i>	229	308	537
<i>Service Member Reports for Incidents that Occurred During Military Service</i>	4,222	2,621	6,843
Reports Made by Non-Service Members	500	43	543
<i>DoW Civilian</i>	29	12	41
<i>DoW Contractor</i>	5	0	5
<i>Other U.S. Civilian</i>	425	31	456
<i>Foreign National/Military</i>	41	0	41
Relevant Data Not Available	71	4	75

The Department offers Service members the opportunity to elect a Restricted or Unrestricted Report when reporting allegations of sexual assault. The Military Services initially received 3,574 Restricted Reports from Service members in FY 2025. Of these 3,574, 598 (17 percent) converted to an Unrestricted Report, about the same proportion as in FY 2024. These 598 converted Restricted Reports are now counted in the 5,022 Unrestricted Reports received in FY 2025. At the end of FY 2025, 2,976 reports remained Restricted.

The Department had sufficient evidence to take disciplinary action in 65 percent of accused members' cases (1,321 cases). Every decision to take disciplinary action is based on evidence gathered during an independent investigation by a Military Criminal Investigative Organization and input from the victim, including the victim's willingness to participate in the legal process. Disciplinary action was not pursued in 1,169 cases due to either such action being precluded or because of victims' desired non-participation. Less than one percent of subject cases was unfounded, meaning evidence existed to determine the alleged offense did not occur.

2. Sexual Assault Response-Related 2025 WES Results

Service Members' Reasons for Not Reporting

In FY 2025, Service members' reasons for not reporting incidents of USC mirrored FY 2023 data. For both men and women, the three most common reasons for not coming forward were believing nothing would be done, thinking the incident lacked sufficient severity, and worrying about backlash from coworkers and peers.

Sexual Assault Response Professionals Represent the Most Frequently Utilized, High-Satisfaction Resource Available

In FY 2025, of active duty women who reported experiencing USC. Eighty-seven percent indicated interactions with Sexual Assault Response Coordinators (SARCs), with 67 percent indicating they were satisfied with the support they received, which is similar to usage (92 percent) and satisfaction (64 percent) ratings received in FY 2023. Moreover, 72 percent indicated using Unit Victim Advocate (UVA)/Victim Advocate (VA) services, and 66 percent

indicated they were satisfied. The services of Special Victims' Counsel (SVC)/Victim's Legal Counsel (VLC) were also highly used and rated. Other support service use and satisfaction ratings are included in Figure 4 below.

Thinking about this unwanted event, overall how satisfied or dissatisfied were you with responses and services you received from the following individuals and service providers?

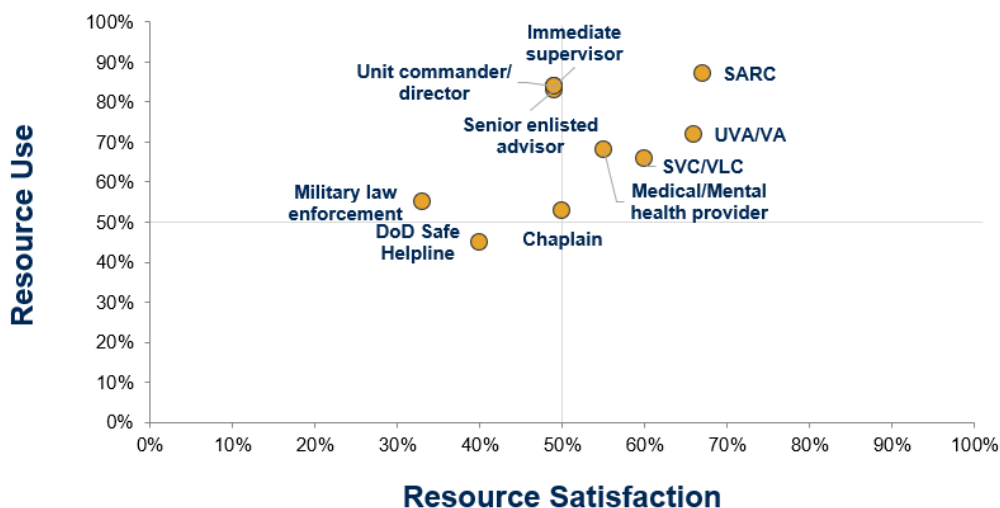


Figure 4: Satisfaction with Responses/Services Received

Providing a Quality Response for Service Members Who Report Experiencing a Sexual Assault

Continued investment in response and recovery efforts reinforce military readiness. The following section discusses strengthening the Sexual Assault Response Workforce (SARW), victim support offered through DoW SHL, and additional response and recovery initiatives in FY 2025.

1. Strengthening the SARW

In accordance with the September 2025 Under Secretary of War for Personnel and Readiness (USW(P&R)) memorandum, the Department continued implementation of the SARW Model, approved by Deputy Secretary of War in July 2024. The SARW Model removes SARC and SAPR Victim Assistants (VAs) from the chain of command reporting structure, significantly reduces the provision of victim assistance as a “collateral duty” (part-time) by Service members, and requires full-time certified SARCs and SAPR VAs to provide professional victim assistance. The SARW is structured to operate independently of the command hierarchy, free from undue influence and skilled with best practices in victim advocacy.

Additionally, the September 2025 USW(P&R) memorandum authorized a categorical exemption from the DoW hiring freeze for SARW positions and authorized 100 extra allocations for hiring SARW personnel for each Military Department and NGB. This memorandum reemphasizes that central to the commitment of “advancing a culture of dignity, accountability, and trust across the Force is the “continued implementation” of the SARW.

Standardized SARW Competencies

DoW's Sexual Assault Prevention and Response Office (SAPRO) worked closely with the Defense Civilian Personnel Advisory Service (DCPAS) and the Military Services and NGB to

develop and validate both general and supervisory technical competency models for the SARW in alignment with DoDI 1400.25.V250, “DoD Civilian Personnel Management: System Civilian Strategic Human Capital Planning (SHCP).” The DoW competency development process uses a multi-step, iterative job analysis methodology to identify occupational competency models, critical competencies, and target proficiency level requirements. DoW SAPRO worked closely with DCPAS to develop initial draft competencies that were then refined through two Subject Matter Expert (SME) Development Panels, which included highly qualified and experienced SARW personnel from each Military Department. The competencies were validated through the DoW Competency Assessment Tool (DCAT), a survey tool administered to all current SARW personnel. A final Development panel was conducted to validate the DCAT results and the final SARW competencies were issued to the field in September 2025.

SARW Staffing Algorithm

The Department continued to professionalize and strengthen the SARW, improving the military’s ability to provide high-quality, standardized, effective victim care and support to Service members. DoW SAPRO developed a staffing algorithm that utilizes existing administrative, survey, and reporting data to estimate staffing needs of installations.

In the past FY, DoW SAPRO automated the SARW Staffing Algorithm, creating a primary source platform for the Department, Military Services, and NGB to identify resource recommendations for the SARW. Once fully implemented, users of this dashboard will be able to compare staffing needs and estimated hiring progress across military installations worldwide. This tool provides the Department with a consistent and data-validated approach to tracking and managing SARW staffing levels across the Services. Deployment of the SARW Staffing Algorithm will also allow for the ability to ingest additional data sources to further improve the algorithm and calculate and verify comparable metrics across the Services.

Training the SARW

In FY 2025, the Department focused on enhancing the capabilities of the SARW to ensure victims receive the highest quality of care and support. To professionalize the SARW and standardize critical skills, the Department delivered the following trainings in FY 2025:

- **DoW Victim Advocates Learning, Innovating, and Networking Together (VALIANT):** VALIANT is an online Community of Practice (CoP) for military SARCs, SAPR VAs, Program Managers, and other SAPR and Sexual Harassment/Assault Response and Prevention (SHARP) personnel. Those who are a part of the CoP have access to webinars and self-paced courses, discussion boards, a resource library, and a member directory. The site grew to 1,641 members in FY 2025, compared to 989 members in FY 2024.
- **Encounter Skills Training:** The Department continued development and pilot delivery of the Encounter Skills curriculum and initial training of Services Encounter Skills Instructors. The Encounter Skills curriculum satisfies FY 2011 NDAA, section 1602 (Public Law 111-383) and aims to standardize and deliver a core curriculum that enhances SARC and SAPR VA skills and proficiency; SAPRTEC has trained 88 instructors across the Services and NGB.
- **DoW SAPRO Virtual Learning Event (VLE):** During this year’s VLE, the Department led trainings highlighting SARW Functional community and policy updates including: High Risk Response Team (HRRT) procedures and implementation; advocate self-care; coordinated care for members of the Armed Forces who are survivors of sexual trauma; DSAID oversight activities; Encounter skills; and SAPRTEC training resources. In total, the event awarded

6,022 Continuing Education Units for the SARW DoW Sexual Assault Advocate Certification Program (D-SAACP).

- **National Organization for Victim Advocacy (NOVA) Workshops:** The Department co-facilitated continuing education workshops about professional ethics and collaboration for the SARW at the NOVA Annual Training Conference. This reached 2,067 participants, including 817 SARW personnel.
- **DSAD Courses:** The purpose of the training courses is to ensure that all authorized personnel, particularly those in the SARW, are proficient in using the system accurately and effectively. By ensuring the SARW is fully trained on the system, the Department reinforces the accuracy of its reports, enhances its ability to support victim care, and maintains a reliable data source for strategic decision-making and accountability. In FY 2025, the Department supported DSAD online training for the SARW, resulting in 1,251 completions.
- **Case Management Group (CMG) Meetings JKO Course -- Planning and Participation Course:** Launched in November 2025, this course clarifies the roles and procedures for personnel involved in CMG meetings. To ensure that participants are fully prepared, the course is supplemented by a suite of role-specific checklists for key attendees—such as commanders, legal personnel, and chaplains. This approach improves the quality of case briefings while significantly reducing preparation time. This course reached 540 participants.

2. Victim Assistance Offered Through DoW Safe Helpline

Safe Helpline (SHL) is the Department's sole crisis support service specially dedicated to members of the DoW community affected by sexual assault. The service is confidential, anonymous, secure, and available 24/7 worldwide.¹⁰ The availability of SHL ensures that all victims have a place to safely disclose their assault, express concerns, and obtain information. This resource therefore is often a first step in the reporting process for many victims and a key support for those who might not otherwise reach out for help through face-to-face military channels. The Department leverages SHL as an accessible point-of-entry for the military community that facilitates sexual assault reporting to SARCs and SAPR VAs.

In FY 2025, 18,999 users (11,760 online users and 7,239 phone users) contacted SHL for services, representing a 13 percent decrease from the previous year. Of the 941 sessions in which an event was discussed and a user-victim relationship was disclosed, 80 percent of users were identified as victims. Some users called on behalf of victims to learn how they could support and help prevent re-victimization. Additional data on SHL is at Appendix E.

3. Additional Response and Recovery Initiatives

Resourcing and Training for SVC Course

In FY 2025, representatives from DoW SAPRO delivered courses to members of the Army, Navy, and Air Force legal counsel. Content included training on the SAPR program among other things. .

¹⁰ Anonymous means that users can access SHL without needing to share any personal information. SHL staff do not ask users for personal information and politely discourage users from sharing information in order to protect users' privacy. Confidential means that even if SHL users choose to disclose personally identifying information with staff, it won't be documented or shared except where required by law.

Modernization of the D-SAACP

In FY 2025, the Department continued its efforts to modernize the D-SAACP to improve DoW's ability to efficiently handle large amounts of data and speed the credentialing process. Efforts underway will automate the application and renewal process for the estimated 6,000+ SARW personnel that will be supporting Service members in FY30 and beyond.

FY 2025 Joint Base Site Visits

Engagements with joint environments are a critical component of the Department's continuing commitment to improving and supporting SAPR programs across the joint force. In FY 2025, representatives from DoW SAPRO conducted a review of policies and processes in joint environments at six Joint Bases between November 2024 and May 2025. Representatives from DoW SAPRO held a total of 71 discussions with Installation Commanders, Senior Leaders, Unit Commanders, the SAPR workforce, legal personnel, and medical forensic examiners.

Representatives from DoW SAPRO presented a summary briefing of the results of its site visits to the Resilience Executive Forum and outbriefs to Joint Base SAPR programs and installation leadership.

Ensuring Compliance with Policy and Law

The Department regularly updates SAPR policies and procedures to ensure it provides best in-class care and support and recovery services to warfighters. Therefore, the following section discusses published response-related policies, programs, and forms, implementation of the FY 2023 NDAA section 549C (Dissemination of Civilian Legal Services), and compliance with the FY 2024 "Actions to Address and Prevent Sexual Assault in the Military" memorandum.

1. Published Response-Related Policies, Programs, and Forms

In FY 2025, the Department updated previously published and published new response-related policies, programs, and forms.

CATCH A Serial Offender (CATCH) Program

CATCH Program Overview

The Department implemented the CATCH Program in August 2019 to allow warfighters and others who indicated experiencing sexual assault the opportunity to anonymously submit suspect information to military criminal investigators to help the Department identify alleged serial sex offenders. Military criminal investigators at CATCH Headquarters, not at the victim's installation, analyze suspect information that victims anonymously submit into the CATCH website. If they identify an entry that matches another entry or an open investigation, the investigators will notify SAPR personnel so they can notify the victims of the match.

FY 2025 CATCH Program Update

DoW SAPRO continued to work with the Military Services to implement the updates to the CATCH Program directed by the July 2024 Deputy Secretary of War Memorandum, "Updates to Department of Defense Policies to Enhance Support for Adult Sexual Assault Victims." The eligibility for CATCH was expanded to include former Service members and their adult dependents, who had not filed a Restricted Report prior to leaving the Service, and to certain DoW Civilian Employees.

The most innovative eligibility expansion was to allow victims who do not want to or are not ready to file an official report of sexual assault (through a Defense Department (DD) Form 2910, "Victim Reporting Preference Statement," or to law enforcement), to submit an entry in the

CATCH System. This was accomplished through a SAPR-related inquiry (SRI) CATCH Entry through a SARC or SAPR VA with a new DD Form 2910-4, "Catch A Serial Offender (CATCH) Program Explanation and Notification Form for SAPR Related Inquiry (SRI) Catch Entries." If notified of a potential match, the SRI CATCH Entry victim can decide whether to file an Unrestricted Report and/or participate in the Military Criminal Investigative Organization investigation.

All CATCH-related resources were updated to reflect these changes, such as the CATCH victim information handout, CATCH Program procedures, CATCH Program Talking Points for SARCs, and other CATCH Program educational materials. All these CATCH Program resources can be found at www.sapr.mil/catch.

In FY 2025, the CATCH Program received 572 submissions from victims who had previously filed a Restricted Report or Unrestricted Report across the Military Services and NGB. This number also includes individuals who did not officially report allegations but did want to submit a CATCH entry, which is facilitated through the SRI CATCH DD Form 2910-4. CATCH submissions resulted in 48 matches during FY 2025. Since its launch in August 2019, the CATCH Program has received 3,571 total victim submissions, resulting in 203 matches as of September 30, 2025.

Safe to Report Policy

Safe to Report Policy Overview

Collateral misconduct by the victim of a sexual assault is one of the most significant barriers to reporting the assault because of the victim's fear of punishment. Some reported sexual assault allegations involve circumstances where the victim may have engaged in some form of misconduct (i.e., underage drinking or other related alcohol offenses, adultery, fraternization, or other violations of certain regulations and orders).¹¹

To that end, the Safe to Report policy prescribes the handling of alleged collateral misconduct involving a Service member who is the victim of an alleged sexual assault and is applicable to all members of the Armed Forces (including members of the Reserve and National Guard) and cadets and midshipmen at the Military Service Academies (MSAs). All Military Services and the NGB have Safe to Report policies in place.

Role of OSTC in the Safe to Report Policy

The July 2024 Deputy Secretary of War memorandum, "Updates to Department of Defense Policies to Enhance Support for Adult Sexual Assault Victims," addresses the role of OSTC in the Safe to Report policy.

As set out by policy and law, special trial counsel have exclusive authority over "covered offenses" and may exercise authority over "related offenses," including collateral misconduct allegedly committed by a Service member sexual assault victim.

When special trial counsel exercise authority over a Service member victim's alleged collateral misconduct the special trial counsel must determine that such alleged collateral misconduct is "non-minor" before pursuing disposition of charges alleging collateral misconduct at a trial by

¹¹ Per DoDI, 6495.01, volume 1, collateral misconduct refers to the adult sexual assault victim's alleged misconduct that might be in time, place, or circumstances associated with the victim's sexual assault incident. Some reported sexual assaults involve circumstances where the victim allegedly may have engaged in some form of misconduct "at or near the time" of the sexual assault or "at or near the time" the victim reports the sexual assault to authorities. Collateral misconduct will often be discovered as direct result of the report of sexual assault or the ensuing investigation or military justice proceedings, if any.

general or special court-martial. Special trial counsel use the analytical framework, criteria, and standards established in the Safe to Report policy.

- If the special trial counsel determines the alleged collateral misconduct to be non-minor, the special trial counsel provides information to the appropriate organization as required for data reporting requirements established in this policy.

If special trial counsel do NOT exercise authority over the alleged collateral misconduct or when they defer, the commander will determine whether the Service member's alleged collateral misconduct is "minor" or "non minor" utilizing the analytical framework, criteria, and standards in the Safe to Report policy established in DoDI 6495.01, volume 1. Commanders consult with the serving Staff Judge Advocate (SJA) Office when making these determinations.

Safe to Report Informational Resources

To facilitate awareness of the Safe to Report policy, DoW SAPRO, in coordination with relevant DoW stakeholders, created several informative Fact Sheets:

- Explaining the comprehensive policy that was issued in July 2024: "Topic: Safe to Report Policy and Role of OSTC," available at www.sapr.mil/latest-policy-updates.
- As a topic in the commander-specific resource: "Commander's Checklist for Unrestricted Reports of Sexual Assault and Corresponding Allegations of Retaliation," available under the "Commanders" section at <https://www.sapr.mil/toolkit>.
- As a stand-alone handout for SARCs to share with victims: "Safe to Report Policy," fact sheet available under the "Victims of Sexual Assault" tab at <https://www.sapr.mil/factsheets>.

DD Form 3114-1, "Safe to Report Policy Disposition of Victim's Alleged Collateral Misconduct"

The information in the DD Form 3114-1 is used to document the special trial counsel's or commander's handling and final disposition of alleged collateral misconduct involving a Service member victim of sexual assault.

Convalescent Leave Policy and Recovery Time Following a Sexual Assault

Convalescent Leave Policy and Availability for Restricted Reports

Although healthcare is always available for Service members, there were changes in eligibility for convalescent leave in FY 2025 that now require a "a healthcare diagnosis" and a "finding of unfit for duty" from a healthcare provider. The purpose of convalescent leave is to allow sufficient time for rest and recovery from a diagnosed medical condition.

Service members who report experiencing a sexual assault and have an identified medical condition resulting from the alleged assault that impacts their fitness for duty may be eligible for convalescent leave, in accordance with the requirements in DoDI 1327.06, "Military Leave, Liberty, and Administrative Absence." Healthcare providers treating Service members for such medical conditions, including mental health conditions associated with the reported sexual assault, within their scope of practice, will make convalescent leave recommendations. The recommendations must preserve the Service member's privacy and reporting options, including Restricted Reporting. In accordance with DoDI 6310.09, "Healthcare Management for Patients Associated with a Sexual Assault" Healthcare providers do not disclose the sexual assault in the administration of convalescent leave.

Special Liberty

In FY 2025, there was a new Special Liberty option for Service members who received medical or mental healthcare associated with a sexual assault where Convalescent Leave was not recommended.

In the past, “sick in quarters” may have been used for this purpose. However, it can no longer be used for this purpose. “Sick in quarters” is convalescent leave, which now requires a diagnosed medical condition and a finding of unfit for duty to be eligible.

In accordance with DoDI 1327.06, healthcare providers may recommend to the Service member’s unit commander that Special Liberty be granted to the Service member for up to 48 hours immediately following the healthcare encounter, depending on the Service member’s individual circumstances, to allow for immediate rest and recovery.

FY 2025 Policy Handouts Addressing SAPR Policy

When victims first approach a SARC or SAPR VA to report allegations of sexual assault, they receive a vast amount of information. To make the information more accessible and organized for victims and commanders, in FY 2025, DoW SAPRO developed 21 policy handouts targeting resources and general SAPR information (e.g., Expedited Transfers), areas where policies had recently changed (e.g., Convalescent leave), and CMG roles and responsibilities. DoW SAPRO also created handouts for commanders to assist them in decision-making (e.g. Commander Information for Expedited Transfer). All 21 policy handouts are at www.sapr.mil/factsheets.

2. Implementation of FY 2023 NDAA Section 549C – Dissemination of Civilian Legal Services

The Report of the Committee on Armed Services to accompany FY 2026 NDAA (S. Rept. 119-39) requested a briefing on the implementation of section 549C of the FY 2023 NDAA, which directed the Secretary to “ensure that information on the availability of legal resources from civilian legal service organizations be distributed to military connected sexual assault victims in an organized and consistent manner.” This report responds to the request in Senate Report 119-39.

On March 22, 2023, DD Form 2910, “Victim Reporting Preference Statement,” was updated to implement the section 549C notification requirement. The form requires victims to acknowledge that they received notification of available legal resources from civilian legal services organizations. The SAPR DoDI was subsequently updated in July 2024 to include the section 549C requirement, mandating that the Secretaries of the Military Departments and Chief, NGB provide information on the availability of legal resources from civilian legal service organizations in accordance with applicable law and Department regulations relating to non-federal entities. The form refers Service members to a Veterans Affairs website that provides a listing of free legal clinics in Veterans Affairs facilities by state and contains information on how to contact the Veterans Justice Outreach Specialist at the Veterans Affairs facilities.

To ensure that the information of the availability of civilian legal services was provided to victims in “an organized and consistent manner,” the Department revised the DD Form 2910 to have victims acknowledge that they received the notification of civilian legal services and includes the Veterans Affairs website, which provides a listing of free legal clinics in Veterans Affairs facilities by state. In addition, it also contains information on how to contact the Veterans Justice Outreach Specialist at Veterans Affairs facilities.

3. **FY 2024 “Actions to Address and Prevent Sexual Assault in the Military” Memorandum**

Following the release of the Department’s FY 2024 Annual Report on Sexual Assault in the Military, the then-Under Secretary of Defense for Personnel and Readiness directed the Secretaries of the Military Departments and NGB to execute the following actions.

Action Item 1: Identify the Prevention Actions with Greatest Impact Undertaken by the MSAs Climate Transformation Task Force (CTTF)

In FY 2024, the MSAs took significant action to improve command climate and address findings from the 2023 OSIE Report via the CTTF. In FY 2025, to assess sustained impact of investment, OCCWI evaluated CTTF efforts and incorporated CTTF evaluation into the MSA OSIEs. OCCWI completed this directive by the September 30, 2025, deadline.⁹

Action Item 2: Continue the SARW Transformation

DoW SAPRO executed this directive coordinating the submission of all mandated progress updates from the Military Departments and the NGB to meet the September 30, 2025, deadline, securing comprehensive progress reports on their transition to a full-time SAPR workforce. This oversight confirms forward momentum on reducing collateral duty burdens and professionalizing support for victimized warfighters.

Action Item 3: Develop a Recovery Plan for Sexual Assault Reporters

DoW initiated a project with the Federal Research Division to develop a non-clinical recovery program for Service members who report experiencing a sexual assault. The project's strategic framework and implementation plan were briefed to USW(P&R) ahead of the July 31, 2025, deadline, ensuring full compliance and advancing a key Departmental priority.

Action Item 4: Address Resourcing and Training for SVC

In response to the directive, the Military Departments worked with their respective Offices of the Judge Advocate General to assess and revise, as needed, SVC program resources and trainings, and, at the request of the USW(P&R), provided a briefing to him.

Action Item 5: Improve Collaboration and Coordination of Victim Services in Operational Environments

In August 2025, representatives from DoW SAPRO and Office of the Assistant of the Secretary of War for Health Affairs visited five Indo-Pacific Command installations to identify methods for strengthening SAPR capacity and victim care in expeditionary environments. Interviews with installation leadership, SAPR teams, and medical personnel in Japan, Korea, and Guam revealed that structural gaps limit the program's effectiveness, particularly for deployed forces. The Department anticipates that with the implementation of the SARW and establishment of clear joint coordination positions, SAPR capacity can be significantly strengthened to ensure all Service members receive the highest quality of care, regardless of their location.

Action Item 6: Continue Establishing an IPPW

Department force shaping efforts in FY 2025 impacted both the hiring and numbers of the prevention workforce. However, as of May 2025, the Military Departments and NGB reported 1,146 IPPW on-boarded, but this number may change due to force shaping efforts and other losses.

Way Forward

The warfighter ethos demands professionalism, discipline, and respect across the Total Force and gives no quarter to sexual assault, sexual harassment, or any other harmful behaviors that undermine trust, cohesion, and mission effectiveness. Therefore, preventing and responding to these harmful behaviors is essential to maintaining readiness.

The Department continues to strengthen prevention, ensure timely and victim-centered care, and hold alleged offenders appropriately accountable. These efforts reinforce good order and discipline and help ensure Service members can focus on the warfighting mission with confidence in one another and their leadership. By upholding these standards, the Department sustains a ready, capable, and modern Force prepared to achieve the Nation's military objectives.