



STATE OF WISCONSIN

DEPARTMENT OF MILITARY AFFAIRS

OFFICE OF THE ADJUTANT GENERAL

POST OFFICE BOX 14587

MADISON, WI 53708-0587

October 7, 2025

The Honorable Tony Evers
Governor of Wisconsin
State Capitol Building
Madison, WI 53702

Wisconsin State Legislators
State Capitol Building
Madison, WI 53702

Dear Governor Evers and Honorable Members of the Legislature:

The attached document presents the biennial report of the Adjutant General of Wisconsin for the period ending June 30, 2025, as required under s. 15.04(1)(d), Wis. Stats. The report briefly describes the key functions of the Department of Military Affairs, outlines the accomplishments of the department during the completed biennium and summarizes the department's objectives for the 2023-25 biennium. I encourage interested parties to view the department's website at <http://dma.wi.gov> for more information about the Department of Military Affairs.

It is my privilege to serve the citizens of Wisconsin as the Adjutant General. Please contact me or my office for more specific information on any departmental issues of importance to you.

Sincerely,

A handwritten signature in black ink, appearing to read "Matthew J. Strub", with a long horizontal flourish extending to the right.

Matthew J. Strub
Major General
The Adjutant General

2023-25 Biennial Report of The Adjutant General of Wisconsin



Department of Military Affairs

October 6, 2025

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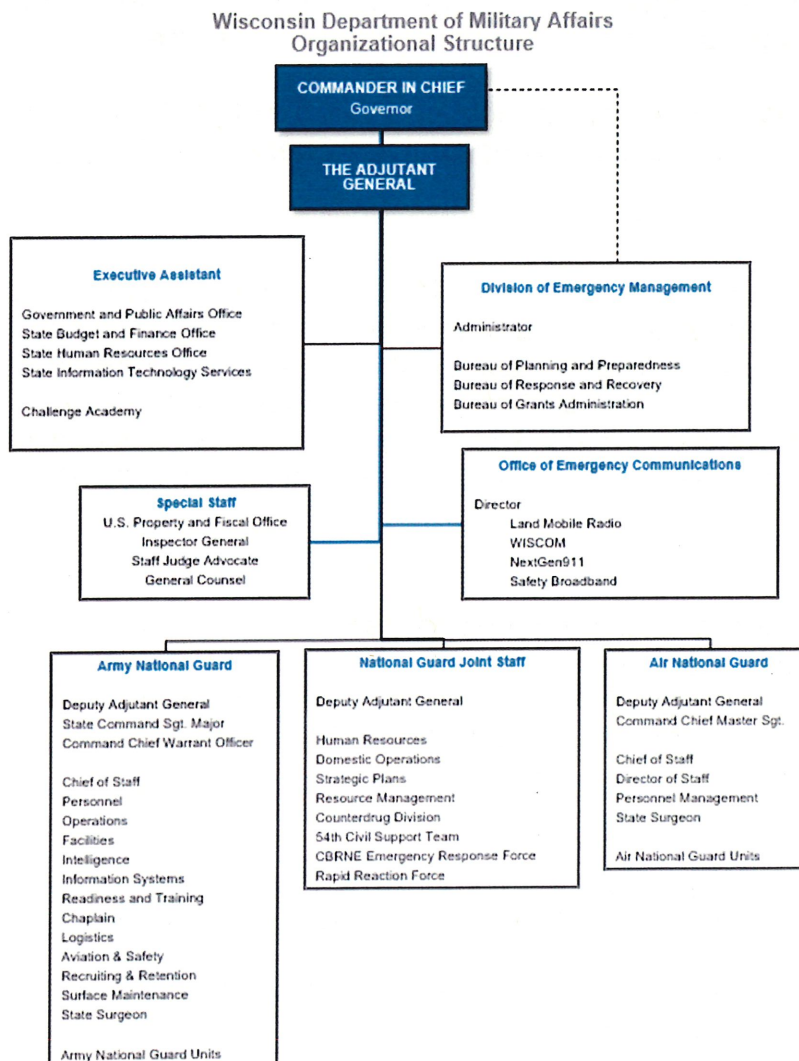
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Organizational Overview

The Department of Military Affairs (DMA) provides essential, effective and responsive military and emergency management capabilities for the citizens of our state and nation. The department is comprised of three major programs: the Wisconsin Army and Air National Guard, Wisconsin Emergency Management and Wisconsin Emergency Communications.

The Wisconsin Constitution designates the Governor as the Commander-in-Chief of the Wisconsin National Guard. The head of DMA is the adjutant general, who is appointed by the Governor for a fixed five-year term and who may serve successive terms. Major General (WI), Matthew J. Strub has served as the adjutant general of Wisconsin since April 21, 2025, and also serves as the Governor's Cybersecurity and Homeland Security Advisor and chairs the Wisconsin Homeland Security Council.



The Wisconsin Army and Air National Guard

The mission of the Wisconsin National Guard is to provide fully capable citizen-soldiers and citizen-airmen prepared to deploy anywhere, at any time, to support community, state and federal missions. The federal mission is to provide trained Army and Air Force units in time of war or national emergency, as directed by the President of the United States of America. The state mission is to assist civil authorities in protecting life and property and preserving peace, order and public safety during emergencies, as directed by the Governor of the State of Wisconsin.

The composition of Wisconsin Army and Air National Guard units is authorized by the U.S. Secretary of Defense through the National Guard Bureau. The federal government provides arms and ammunition, equipment and uniforms, major training facilities, pay for military and support personnel and training and supervision. The state provides support personnel, conducts training and shares the cost of constructing, maintaining and operating armories and other state military facilities. All National Guard officers and enlisted personnel must meet the same physical, educational and other eligibility requirements as members of the active duty Army or Air Force.

Detailed information on the organization, operations and goals of the Wisconsin National Guard can be found on the department's website at <https://wi.ng.mil/About/>.

Federal Mission

Since the terrorist attacks on September 11, 2001, almost every unit in the Wisconsin Army and Air National Guard has been ordered to active duty to support overseas operations in Afghanistan, Iraq, Kuwait and the Balkans and homeland defense missions in the United States including the largest mobilization of the Wisconsin National Guard since World War II, which occurred in 2009. The department provides regular updates on deployments on the website at <https://wi.ng.mil/News/>.

State Mission

The Wisconsin National Guard provides both short-term and ongoing services to the citizens of the state, assisting in emergency response and recovery and providing technical expertise to support civil authorities. During the 2023-25 biennium, the Wisconsin National Guard was called to state active duty to respond to or prepare for emergency situations:

- In July 2023, September 2023, April 2024, October 2024 and April 2025, the Wisconsin National Guard assisted with wildfire support within Wisconsin.
- In April 2024, the Wisconsin National Guard mobilized for a cyber response mission in northwestern Wisconsin.

- In July 2025, the Wisconsin National Guard mobilized to provide support for the Republican National Convention in Milwaukee.
- In August 2025, the Wisconsin National Guard mobilized to assist with flood response in Milwaukee.

Goals and Performance

In the 2023-25 biennium, the department continued to maintain a very high organizational readiness of National Guard units to perform state and federal missions by ensuring that the majority of the units met or exceeded minimum readiness standards for personnel, equipment and training. There are national planned reductions in Army forces which were implemented beginning in 2016. This reduction also impacted the number of new recruits enlisted. The National Guard continued to perform well on the goal for percentage of assigned strength.

1. Percentage of Wisconsin National Guard units attaining minimum readiness standards, or higher.

	2023		2024		2025	2026	2027
	Goal	Actual	Goal	Actual	Goal	Goal	Goal
Army	100%	54%	90%	72%	90%	88%	96%
Air	100%	75%	100%	80%	100%	100%	100%

2. Number of new recruits.

	2023		2024		2025	2026	2027
	Goal	Actual	Goal	Actual	Goal	Goal	Goal
Army	1,100	545	1,061	672	1,061	834	851
Air	220	126	230	213	230	254	272
Total	1,320	671	1,291	885	1,291	1,088	1,123

3. Number of National Guard members and percentage of assigned strength.

	2023		2024		2025	2026	2027
	Goal	Actual	Goal	Actual	Goal	Goal	Goal
Army ¹	7,424 ²	6,446	7,144 ²	6,224	7,215	7,122	7,122
	105%	91%	100%	88%	100%	100%	100%
Air	2,325	2,177	2,301	2,182	2,301	2,248	2,295
	102%	96.2%	102%	98%	102%	99.5%	101.5%
Total	9,749	8,623	9,445	8,406	9,516	9,370	9,417
	100%	93.6%	100%	93%	100%	99.75%	100.75%

¹ The goal reflects Department of Defense (DOD) authorization documents for the Army Guard.

² Adjustments to DOD authorizations account for the adjustment in goal. The inconsistency in reportable metrics is reflective of two impacts: federal versus state fiscal year cycles and the processing of end of year losses.

National Guard Educational Programs

The department operates two key programs that receive federal funding from the Department of Defense to provide educational services.

The Challenge Academy

The Wisconsin National Guard Challenge Academy, located at Fort McCoy, is a 17-month program for at-risk youth between 16 years 9 months and 18 years old. Academy cadets complete a 22-week residential phase during which the cadets can earn their High School Equivalency Diploma and change their outlooks and viewpoints on life and character.

During the residential phase, cadets put together a Post-Residential Action Plan (PRAP) with the help of staff members assigned to each cadet. This plan gives them a road map for their future. Following the residential phase, each cadet participates in a 12-month post-residential phase where the cadets go on to jobs, post-secondary education, or military service. During the post-residential phase, the cadets meet regularly with their adult mentors and work to put into service the values and concepts learned during the 22-week residential phase.

Cadets come from all socioeconomic groups and all backgrounds, but all must be at-risk youth as defined by the State of Wisconsin. Traditionally cadets are high school dropouts, habitual truants, expelled students, or students critically deficient in credits. Cadets must be free of drugs, mentally and physically healthy, not on probation and not be awaiting sentencing for, be convicted of, or have charges pending for a felony.

The Challenge Academy receives 75 percent of its funding from the National Guard Bureau, with the remaining 25 percent coming from program revenues of the state Department of Public Instruction.

Goals and Performance

The department's goals related to the Challenge Academy are focused on maximizing the educational attainment of cadets by improving recruitment, program delivery and post-residential mentoring services. The program exceeded the goals related to the number of program graduates and cadets attaining a General Educational Diploma (GED) or High School Equivalency Diploma (HSED) within one year of graduation. The program continues to perform well in the percentage of graduates with confirmed placement in employment, school or military during the post-residential phase of the program.

1. Number of Challenge Academy program graduates and graduation rate.

	2023		2024		2025	2026	2027
	Goal	Actual	Goal	Actual	Goal	Goal	Goal
Graduates	200	165 ³	200	209	200	200	200
Rate	100%	89.7%	100%	90.9%	100%	100%	100%

2. Number of Challenge Academy graduates attaining a GED or HSED within one year of graduation and GED/HSED rate.

	2023		2024		2025	2026	2027
	Goal	Actual	Goal	Actual	Goal	Goal	Goal
GED/HSED	110	90	105	209	140	140	140
Rate	65%	63%	60%	100%	70%	70%	70%

3. Number of confirmed placements of Challenge Academy graduates in employment, school or military during post-residential phase and percent of graduates.

	2023		2024		2025	2026	2027
	Goal	Actual	Goal	Actual	Goal	Goal	Goal
Placements	110	90	110	100	120	120	120
% of Graduates	65%	63%	65%	61%	60%	51%	51%

Additional information on the operations, activities and goals of the Challenge Academy can be found on the program's website at <http://www.challengeacademy.org/>.

STARBASE Wisconsin

STARBASE Wisconsin is a Department of Defense initiative that provides fifth grade students with 25 hours of interactive learning experiences and skill development in science, technology, engineering and math. The STARBASE curriculum includes robotics, building molecular models, engineering design, computer-aided design, circuit board geometry, navigation/mapping-geocaching and STEM career exploration.

Unfortunately, federal funding was insufficient to continue this program and the STARBASE program in Wisconsin closed in April of 2025. Since 2012, 12,650 students were instructed in STEM through the STARBASE program.

³ Due to the Corona Virus (COVID-19), cadets were returned to their homes for an extended period of time approximately half-way through the residential cycle causing some cadets to attempt to work remotely, some cadets to re-enroll in the next residential cycle and some cadets failed to meet the program requirements to graduate.

Division of Emergency Management

The Division of Emergency Management, also referred to as Wisconsin Emergency Management (WEM), coordinates with local, tribal, state and federal agencies, the private sector and the public to plan, prepare for and respond to natural disasters or man-made emergencies. Key responsibilities of the division include:

- Coordinating the development and implementation of the state emergency operations plan;
- Assisting local jurisdictions in the development of their emergency operations programs and plans;
- Providing information and assistance to businesses and the public related to emergency planning;
- Administering private, state and federal disaster and emergency relief funds;
- Maintaining the state's 24-hour duty officer reporting and response system;
- Overseeing hazardous substances reporting, planning, training and response operations;
- Coordinating planning and training for off-site radiological emergencies at nuclear power plants in and near Wisconsin;
- Organizing mutual aid for law enforcement assistance in natural disasters and other emergencies; and
- Enhancing fire service emergency response and coordinating interstate mutual aid through the Mutual Aid Box Alarm System.

The division is led by an administrator appointed by the Governor with the advice and consent of the Senate. The division is divided into three bureaus and operates six regional offices that work closely with county and tribal emergency management programs. Detailed information on the organization, operations and goals of the Division of Emergency Management can be found on the division's website at <https://wem.wi.gov/> and at Ready Wisconsin at <https://readywisconsin.wi.gov/>.

The division also operates the:

- Wisconsin Cyber Response Team (CRT) is a volunteer emergency response group made up of public and private information technology and cybersecurity individuals who support critical infrastructure in the event of a cyber incident within the state including schools and hospitals. In CY2023, the CRT responded to 27 incidents and in CY2024, the CRT responded to 38 incidents and in CY2025 through October 6, 2025, the CRT responded to 53 incidents.
- Regional Emergency All-Climate Training Center (REACT) in Camp Douglas, which specializes in providing nationally accredited training to military and civilian emergency responders. REACT provides a full scope of stand-alone training courses related to technical rescue, urban search and rescue and Chemical, Biological, Radiological, Nuclear and Explosives (CBRNE) response. Because it is co-located with the Volk Field Air National Guard Base and the Camp Williams Army National Guard Base, REACT facilities and instructors can contribute to

large scale training exercises involving military members and civil authorities from federal, state and local agencies.

Goals and Performance

The Division of Emergency Management sets goals to ensure that the state and local government response to any disaster situation, whether natural or man-made, is timely, coordinated and effective by maintaining and improving emergency planning and response services in partnership with local governments. The division has achieved goals to have Federal Emergency Management Agency (FEMA) assessors annually measure emergency management capabilities and to meet all of the national standards related to program management and program elements.

1. Evaluate the Emergency Management Accreditation Program (EMAP) standards and requirements and develop plan for obtaining accreditation.

	2023		2024		2025	2026	2027
	Goal	Actual	Goal	Actual	Goal	Goal	Goal
Evaluate EMAP accreditation requirements and develop plan for accreditation.	.. ⁴	Prepared for, submitted, and received EMAP re-accreditation through Jan. 2028.	.. ⁵	Prepared for EMAP re-accreditation.		Prepare for EMAP re-accreditation	Prepare for EMAP re-accreditation

2. Maintain compliance with FEMA Emergency Management Performance Grant (EMPG) standards.

	2023		2024		2025	2026	2027
	Goal	Actual	Goal	Actual	Goal	Goal	Goal
Maintain compliance with FEMA	Receive approval of all	Receive approval of all FEMA	Receive approval of all	Receive approval of all	Receive approval of all FEMA EMPG quarterly reporting.		

⁴ No goal was provided for 2023 since it was undetermined at the time whether the department would seek renewal of EMAP accreditation after the current accreditation expired in 2021. The department did seek and obtain re-accreditation in 2023.

⁵ No goal was provided for 2024 since it was undetermined at the time whether the department would seek renewal of EMAP accreditation after the current accreditation expired in 2021. The department did seek and obtain re-accreditation in 2023.

Emergency Management Performance Grant standards.	FEMA EMPG quarterly reporting.	EMPG quarterly reporting.	FEMA EMPG quarterly reporting.	FEMA EMPG quarterly reporting.	
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3. Maintain a high rate of compliance with the Emergency Planning and Community Right-to-Know Act (EPCRA).

	2023		2024		2025	2026	2027
	Goal	Actual	Goal	Actual	Goal	Goal	Goal
Maintain EPCRA compliance rate.	Maintain an EPCRA compliance rate of 98% of reporting facilities.	Maintain an EPCRA compliance rate of 98% of reporting facilities.	Maintain an EPCRA compliance rate of 98% of reporting facilities.	Maintain an EPCRA compliance rate of 98% of reporting facilities.	98%	98%	98%

Office of Emergency Communication

The Office of Emergency Communications (OEC) supports and promotes the ability of emergency responders and government officials to continuously communicate in the event of natural disasters, acts of terrorism, or man-made disasters. The OEC also works to ensure, accelerate and attain interoperable and operable emergency communications by working closely with public safety practitioners and responders throughout Wisconsin and the nation to implement the strategies of the Statewide Communications Interoperability Plan. The director of this office is appointed by The Adjutant General.

The department is tasked with providing support to the Interoperability Council, which is charged with making recommendations and providing advice for achieving a statewide interoperable communications system, and the Council's subcommittees. The department interoperability programs are:

- The Wisconsin Statewide Interoperable Public Safety Radio Network;
- Next Generation 911;
- Land Mobile Radio Communications;
- The Emergency Services Internet Protocol Network; and
- Wisconsin Public Safety Broadband/FirstNet.

Detailed information on the organization, operations and goals of the OEC can be found on the agency website at <https://oec.wi.gov/>.

Homeland Security Council

In addition to the responsibilities of leading the department, the Adjutant General chairs the Wisconsin Homeland Security Council, which is tasked with advising the Governor and coordinating the efforts of state and local officials related to the prevention of and response to potential threats to the homeland security of the state. The council was established by Governor Doyle in 2003 by Executive Order #7. In May 2013, the membership of the council was expanded by Governor Walker by Executive Order #101 from 13 to 16 members.

The 16 members of the Council currently represent DMA, the Division of Emergency Management, the Wisconsin State Patrol, the State Capitol Police, the Department of Justice, the Department of Health Services, the Department of Natural Resources, the Department of Administration, the Department of Agriculture, Trade and Consumer Protection, the Department of Corrections, the Public Service Commission, Elections Commission, sheriffs, police chiefs and fire chiefs.

Detailed information on the operations and goals of the council can be found on the Wisconsin Homeland Security website at <https://homelandsecurity.wi.gov/>.

Part-Time Employment and Flexible-Time Schedules

Section 230.215(4) of the Wisconsin Statutes requires state agencies to include information on the progress of the agency in implementing employment practices which provide flexibility in scheduling and create permanent part-time employment opportunities in the biennial report.

The department is unique in state government in that it is comprised of both state and federal employees.

The federal human resources office administers comprehensive and flexible scheduling programs for federal employees that are compliant with federal law, rules and regulations.

The state human resources office administers policies related to alternative work patterns for state employees to provide flexibility to employees while ensuring operational needs and mission requirements are met. More information on the department's personnel policies for state employees can be found on the website at <https://dma.wi.gov/resources/state-human-resources-office/practice-procedure/>.

