



THE STATE
of **ALASKA**
GOVERNOR BILL WALKER

Department of Military and Veterans Affairs

Office of the Commissioner

P.O. Box 5800
JBER, AK 99505-0800
Main: 907.428.6003
Fax: 907.428.6019

February 3, 2016

The Honorable Steve Thompson
Alaska House of Representatives
State Capitol, Room 515
Juneau, AK 99801-1182

Dear Chairman Thompson:

Here are answers to the questions you posed to us 28 January 2016:

1. Please provide an analysis/breakdown of the current trend of recruitment for the National Guard: include (if possible) number of yearly recruitments, by region, 10 years back. Please provide any challenges and accomplishments in National Guard recruitment.

There are three major areas for recruiting purposes: 1) urban areas (Anchorage, Fairbanks and areas along the road system); 2) Southeast Alaska; and 3) the Northern and Western Alaska region (Barrow through Kotzebue, Nome to Bethel and into the Bristol Bay area). Each has its own unique characteristics. Recruiting in the urban areas is not as challenging as other areas and thus most assigned recruiting personnel are located there.

The National Guard is the only service branch in Alaska still assigning recruiting personnel outside of urban areas. Southeast has a smaller population, but across the services has out-recruited the Northern and Western areas by a nearly two-to-one ratio. In five years (2010-2015), 289 applicants were enlisted into the Armed Services from Southeast. The Alaska Army National Guard in Southeast received 103 enlistments (36%). Over a nine-year period (2008-2014), there were only 128 enlistments in the vast Northern and Western area, including all branches and components of the Department of Defense and the Coast Guard and Coast Guard Reserves. The Alaska Army National Guard recruited 45 of those enlistees (35% of all enlistments to all services); 28 of those came from the Bethel census area.

This table shows recruitment by rural region for the period 2007-2014:

	A	B	C	D	E
1	Census Area	Population	School age Pop	ARNG enlistments	DoD Enlistments
2	Bethel Census	17013	3066	28	46
3	Bristol Bay	997		0	1
4	Dillingham	4847	904	2	15
5	Nome	9492	642	3	8
6	North Slope	9430	628	3	14
7	Northwest Arctic	7523	550	2	13
8	Kusilvak	7459	711	6	12
9	Yukon-Koyukuk	5588	406	1	19
10	Total	62349	6907	45	128
11					
12	ARNG market Share			35%	
13	DoD Propensity			1.80%	

A significant short-term challenge is the standup of a new civil engineering squadron at Eielson Air Force Base. We must recruit to fill career fields we have never had in this area. Fortunately, the positions are largely in construction trades, which are desirable to the local population because of increased employability in civilian careers as well.

Nationwide, force reductions and increasingly stringent entrance requirements have created significant challenges to recruitment. Over 70% of enlistment-age Americans do not meet the basic entry qualifications. Further, the standard Armed Services Vocational Aptitude Battery examination inadequately assesses many Alaska applicants' capabilities; e.g., an accomplished wilderness hunter who can survive in the Arctic, shoot accurately, and repair equipment in the field – all valuable skills to National Guard missions – may not score well on a written test designed for Lower 48 sensibilities and for applicants whose first language is not English. Recruits are further deterred by the personal expense of travel to monthly drills and other training – it can cost rural Alaska Guardsmen more to travel to drill than they are paid for the scheduled activity.

2. What are the current expectations for National Guard support from the DoD and the federal government?

DoD support of the Alaska National Guard (ANG) is reflected both in funds paid to the State of Alaska for which DMVA has federal receipt authority, and direct payments. In 2016, we expect \$10.039M in federal payments to the State and \$214.351M in direct federal payments to Alaskans, Alaska businesses, etc. Note: these numbers are subject to change as the components assess financial execution during the year. These funds are provided pursuant to United States Code Title 32 to organize, train, and equip the National Guard. These funds may not be used for other purposes, such as response to state emergencies, or the state must repay the improperly expended amounts to the federal government as a Purpose Violation under the federal Anti-Deficiency Act.

Generally, Federal and DOD funding is provided based on the total number of personnel assigned. The ratio remains consistent regardless of the size of force. The Alaska Air National Guard will see a slight increase in force structure, which will increase the amount of total funding received. The Alaska Army National Guard's force structure will be reduced by approximately 200 (about 10%) as part of a nationwide force reduction. This will lead to a decrease in total funding and full-time manpower. Additionally, with the reduction and reorganization of the force, money previously used to send personnel to developmental schools will have to be reprogrammed for entry-level schools. DOD and the federal government provide no funding for the Alaska State Defense Force. National Guard Regulation 10-4 prohibits the Guard from expending federal funds in support of the ASDF.

3. What is the current process and procedures for declaring a natural disaster in the State of Alaska? Please include the necessary statutory requirements, along with regulations, and SOP procedures in relation to the mobilization of the National Guard for a natural disaster. A.S. 26.05.070 – Authority of the Governor to order the National Guard to “active State service.”

A.S. 26.23.020(f) – Governor is commander in chief of the organized and unorganized militia during the effective period of a disaster emergency.

When the Governor declares a disaster emergency (A.S. 26.23.020(c) and calls the National Guard to active State service (A.S. 26.05.070), he is authorized by A.S. 26.23.020(i) to expend not more than \$1,000,000, including assets of the Disaster Relief Fund (DRF). This is typically how the National Guard is reimbursed for expenses associated with mobilizing to respond to a disaster. Recent call up of the National Guard, such as fighting the wildland fires last summer or assisting with snow removal in Cordova in 2012, are mobilizations for State Active Duty, for which the State of Alaska is 100 percent responsible for paying salaries as well as paying the federal government for use of military equipment. If the costs of the disaster response exceed \$1,000,000, per A.S. 26.23.020 (k), the Governor may expend additional funds to cope with the disaster emergency with legislative approval of a Finance Plan (if in session) or by convening a special session and receiving legislative approval of the finance plan or by concurrence of the presiding officers of the House and Senate that a special session should not be convened. If the disaster remains a State-declared event only, the Disaster Relief Fund is used to reimburse the National Guard through established procedures. The National Guard is not automatically mobilized when a disaster is declared. The vast majority of disasters do not entail use of the National Guard. A portion of the National Guard and the necessary equipment is only placed into state service when a requesting local government or state agency identifies a need that cannot be met otherwise. The request is made to the State Emergency Operations Center (SEOC) of the DMVA's Division of Homeland Security and Emergency Management (DHS&EM) pursuant to AS 26.20.020. The SEOC in turn develops the information necessary for The Adjutant General to contact the Governor and seek his authorization to mobilize the National Guard pursuant to AS 26.05.070. Once mobilization is approved, The Adjutant General communicates the mobilization order through the appropriate component's chain of command to the selected Guardsmen to report for duty. It is important to note that the National

Guard is not organized as a first response force. It will take about 72 hours to mobilize sizeable units of the Guard.

The State of Alaska may request mutual aid or assistance from National Guard units and other “response packages” from other states or territories pursuant to AS 26, Section 25. Again, the funding to reimburse other states (to include their National Guard) for responding to a disaster emergency in Alaska would come from our State. National Guard forces supporting from out of state will be paid State Active Duty based on their home state’s, not Alaska’s, rates with Alaska reimbursing the owning state.

The Alaska National Guard State Active Duty pay is “equal to 200 percent of the minimum daily basic pay provided by federal laws and regulations for members at equivalent grades of the United States armed forces...”. The Alaska State Defense Force is paid a generally lower rate according to established State of Alaska job classification series.

This table highlights the cost savings for using the ASDF in SAD versus the AKNG in the same pay status. The example below is based on employment of the force inside the Anchorage region.

Rank	ASDF SAD Rate (Anchorage)	AKNG SAD Rate (Anchorage)
Specialist	~\$158 per day	~\$158.80 per day
Sergeant First Class	~\$168.16 per day	~\$286.50
First Lieutenant	~\$191.84 per day	~\$299.40 per day
Lieutenant Colonel	~\$271.52 per day	~\$543.90 per day

Other provisions of federal law prevent employment of the National Guard unless certain criteria are met. The Anti-Deficiency Act prohibits the expense of Federal money for any purpose other than what it was expressly designated for by Congress, so that funds or equipment provided to the National Guard to organize, train, and equip for its federal missions cannot be used for disaster response. Additionally, the Economy Act prohibits competition of Federal agencies against commercially available agencies. If a private contractor can provide the capability requested, law dictates that contractor must be used in lieu of Department of Defense capabilities, even if the DOD capabilities are more cost effective. In the case of the National Guard during a natural disaster, this provision creates an additional statutory barrier to use in a federal capacity if the same service can be contracted, even at a substantially higher cost, from a nongovernmental entity.

4. Also, please include the process and method for receiving federal funds, and the expenditure of funds and funding sources during the natural disaster in relation to National Guard.

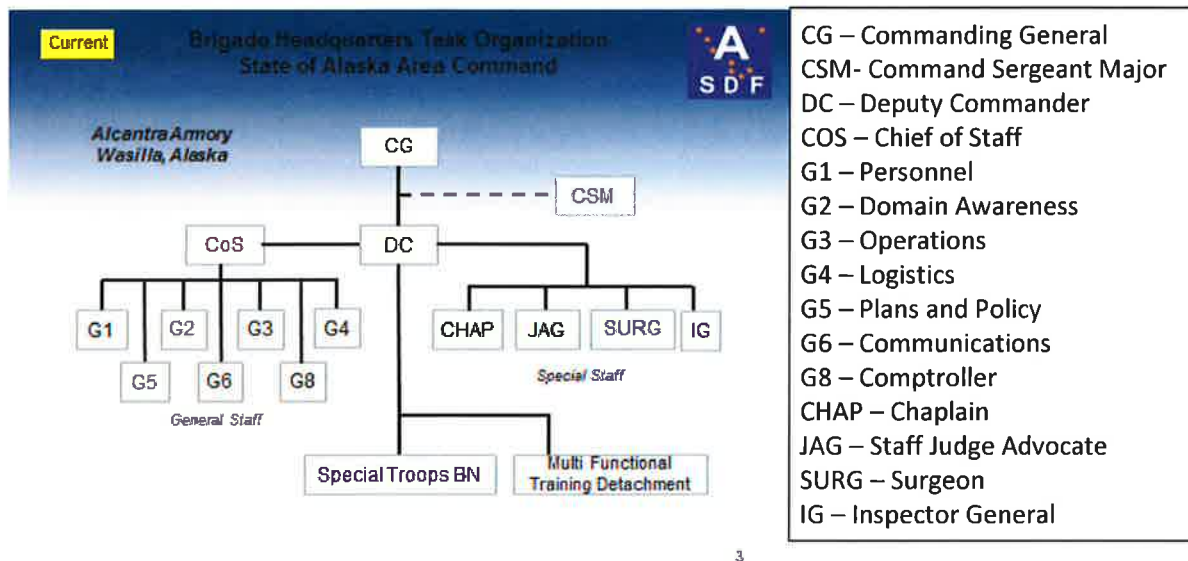
The State receives no Title 32 funds during the disaster, nor authority to expend same. Should the disaster emergency exceed the State's ability to respond and recover, the Governor may request supplemental federal assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Federal Emergency Management Agency (FEMA) will conduct what is known as a Joint Preliminary Damage Assessment (PDA) with State and local officials. This PDA provides substantive information for FEMA to advise the President as to whether a federal disaster should be declared. If granted, a federal disaster typically reimburses the State 75% of eligible costs. The majority of National Guard mobilization and activation costs would be reimbursed to the State through the DHS&EM's "Category B" (Emergency Protective Measures) project. Category B work includes those costs necessary to respond to the event, and may include National Guard mobilization and activation to support wellness checks, evacuations, search and rescue, use of armories as shelters, flood fighting, traffic control, fixed and rotary wing aircraft use, etc.

There are no specific federal funds set aside to utilize the National Guard, under State Active Duty, to respond to a State disaster emergency. Those funds would or could be made available through the State DRF or, subsequently, the federal DRF (if a federal disaster is declared).

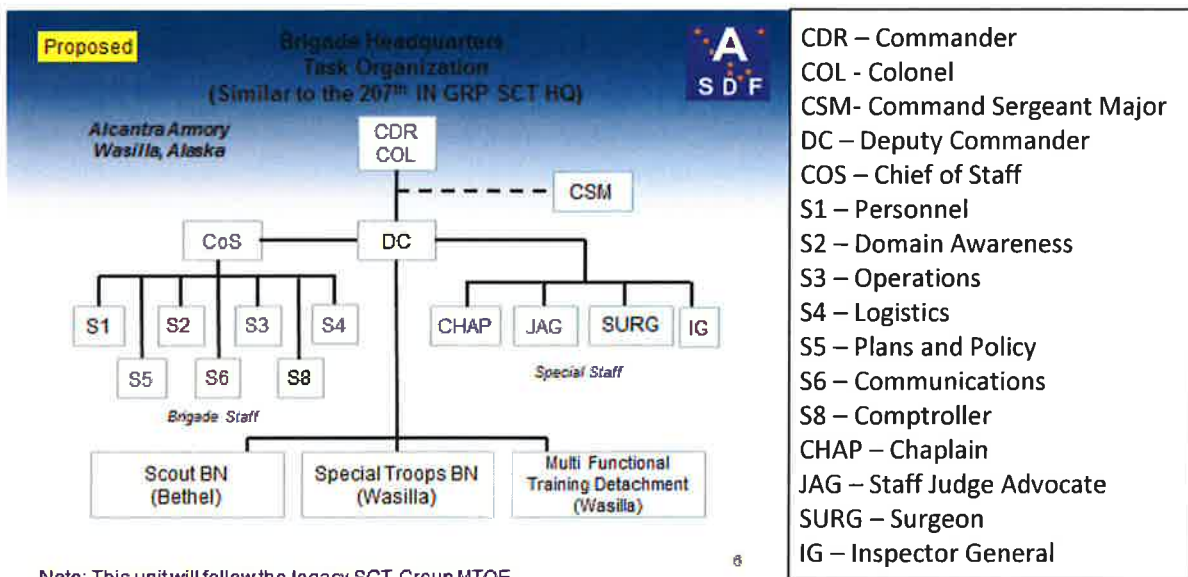
5. What is the fiscal obligation to the current structure of the Alaska State Defense Force? What does DMVA currently provided for the active ASDF unit? How will this change if the Scout Battalion is authorized?

The Legislature has not appropriated funds specifically for the Alaska State Defense Force. For the previous several years, the Commissioner's office has provided \$30,000 out of its budget for settlement of an outstanding workers' compensation claim by an ASDF member. For the current FY, DMVA provided \$50,000 out of the Commissioner's office budget to cover readiness requirements (planning, exercise participation, exercise support, etc.). This money was available this year only due to a unique personnel situation: Colonel Joseph Streff (incoming Assistant Adjutant General – Army) and Colonel Karen Mansfield (incoming Assistant Adjutant General – Air) are still on the federal military payroll while their General Officer promotions are being adjudicated and they meet certain military service obligations. As they transition to new status as State-paid employees in the coming months, these state funds must be used to pay their salaries. Regardless of whether the Legislature approves the ASDF Rural Engagement Initiative proposal for a Scout Battalion based in Bethel, DMVA will not be able to provide \$50,000 from the Office of the Commissioner to support the ASDF next year. Without a new line of funding, the reduction will dramatically impact the readiness and capability of the organization.

6. Please provide an org chart for the current ASDF with unit strength and the change in the chart if the Scout Battalion is authorized.



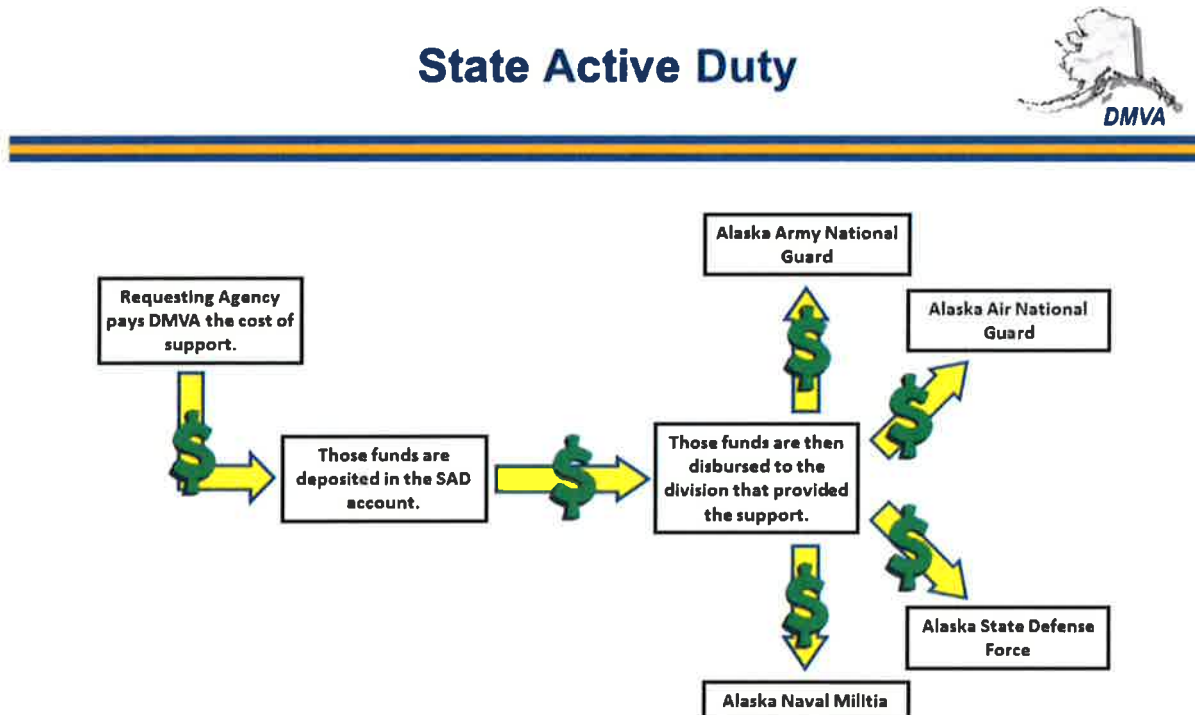
Currently 85 personnel are assigned to all three elements. All are volunteers, except for one lieutenant colonel currently on State Active Duty to develop/update ASDF regulations and policies, and to represent the ASDF as DMVA develops its first strategic plans and supporting lines of effort.



This is the new model. The addition of the Scout “battalion” would add 122 positions to make the total 208. Even without addition of the Scouts, this represents a viable manning model as opposed to the previous lack of structure and difficulties this presented for standardization and effective utilization.

7. Why the Rural Engagement Incentive reflected in the Commissioner's Office and not in the State Active Duty component?

Since there is no component line for the ASDF in the DMVA budget, DMVA placed the Rural Engagement Initiative under the Commissioner's Office. The State Active Duty line is a placeholder for funds for any component of the organized militia to use when responding to a disaster and is not dedicated solely to the Rural Engagement Initiative. In addition, we expect some portion of these funds will be used for services, not all for personal services. If this initiative is enacted, DMVA will propose a separate line item for the ASDF in the future. The model below illustrates the SAD budget line in the DMVA funding protocol.



I hope you find this information useful. Please let me know if our responses need additional clarification or if you have further questions.

Sincerely,

Robert A.K. Doehl, Deputy Commissioner