

**NOT FOR PUBLICATION UNTIL RELEASED BY
SUBCOMMITTEE ON MILITARY PERSONNEL
SENATE ARMED SERVICES COMMITTEE**

Statement of
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Personnel Matters of the Army and the Air National Guard

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Mr. Chairman and distinguished members of the committee, I am grateful for the opportunity to appear before you today to address some of the personnel-related issues of concern to both components of the National Guard -- the Army National Guard and the Air National Guard.

Like their counterparts in the other Reserve Components represented here today, the men and women of both the Army and the Air National Guard have also been heavily called upon to step away from their families, their homes and their jobs since September 11. In addition to answering the call of the Nation, however, National Guardsmen have also been answering the call of their states. This is as it should be. The National Guard has a dual mission. Members of the National Guard take oaths to serve both the Nation and their individual home states.

When the security of our homeland is threatened, we answer the call to service from the President and we answer the call to service from the Governor. This dual-mission flexibility provides the American people and their leaders with a tremendous scope of capabilities for responding to a crisis in a highly cost-effective manner. It also raises some unique issues affecting the people who serve in the National Guard. I am very pleased to have the chance to address some of those with you today.

Overview

There are about 460,000 men and woman in the Army and Air National Guard. As we speak, over 50,000 of them are serving on either federal or state duty as a result of the September 11 attacks. The breakdown of that number tells a lot about where our people are and how they have answered the call to service since September 11.

Over 10,000 members of the Army National Guard and over 23,000 members of the Air National Guard have joined their Army and Air Force Reserve counterparts in being called to active federal service as part of Operations Enduring Freedom and Noble Eagle. For the Army National Guard this means providing security at key facilities here in the United States and in Europe. For the Air National Guard this has meant flying Combat Air Patrols over American cities, performing in-flight refueling, flying cargo and countless other missions. And, it is particularly important to note, both Army and Air National Guardsmen are also participating in diverse operational aspects of the war on terrorism in other theaters.

In addition to that, however, many thousands more have been called to duty under the command and control of their governors. There are over 7,000 members of the National Guard involved in providing airport security. This mission was created and authorized by the President but it is being carried out under Title 32 by state governors. In addition, over 4,000 members of the National Guard from several states are bolstering security at the Winter Olympics in Salt Lake City. Over 2,000 members of the

National Guard are on duty providing security at National Guard armories and other key facilities. And finally, an additional 2,000 are on state duty, on orders and pay from state governors to help meet the security or other requirements of the states.

All of this full-time duty for our Guardsmen has come on top of the existing missions we were performing in support of our active component Services prior to 11 September. In all of the attention to the War on Terrorism, some may forget that we also have had over 1,700 National Guardsmen on duty in Bosnia through this same period. About 1,000 more are supporting operations from Germany and elsewhere in Europe. Hundreds more are helping to enforce the No-Fly Zones over Northern and Southern Iraq. In fact, National Guardsmen were helping meet the ongoing requirements of the CinCs in each of the Unified Commands all over the world at the time the first plane struck the World Trade Center on September 11. As busy as we were, that incident made us a whole lot busier.

Immediate Responses to the Terrorist Attacks

Among the very first military responders to the terrorist attacks were Massachusetts Air National Guardsmen flying F-15s scrambled out of Otis Air National Guard Base. We find this fact to be entirely appropriate because the roots of the National Guard and indeed the citizen-soldier tradition of this Nation go back to the first militias of the Massachusetts Bay Colony. Then as now, citizens stood ready to take up

arms in defense of their homeland and that is precisely what happened on September 11.

Immediately, the New York National Guard began a tremendous operation to support recovery efforts at the World Trade Center site as well as missions to bolster security throughout New York City. From the beginning, the citizen-soldiers and airmen performing these missions did so in State Active Duty -- that is on the orders and payroll of the Governor of New York. By all accounts, they did a superb job. The long hours and days they had previously spent training wartime skills like guard duty, use of weapons and vehicles, leadership, planning, logistics and so forth provided many of the skills needed to support civil authorities in New York. In short, the people of the National Guard provided exactly the dual-mission leverage they are supposed to provide.

Likewise, Military Police soldiers of the Maryland Army National Guard were immediately called for duty to help provide security at the Pentagon. They were on-site the very next day.

On the ground and in the skies, the men and women of the National Guard responded immediately and have sustained that response in the subsequent weeks and months. They have served in every possible duty status -- State Active Duty, Title 32 and Title 10 -- and they have done so under stressful and sometimes hazardous conditions. They deserve the very best we can give them.

Army National Guard

Our nation relies on the ARNG now more than ever to accomplish an increasing number of vital missions. In response to the events of September 11th, 2001, the ARNG is deployed across the country and around the world. No matter where the duty location, our soldiers possess high morale, because they are doing what they signed on for; serving their country. This high morale can be attributed in large part to the unflinching support of our soldiers' family members and their employers. We have experienced no adverse effects on our personnel programs, and are achieving, even exceeding, our goals in recruiting and retention. We are working within the Army to maintain a sustainable personnel tempo, by providing the longest possible lead times to our soldiers and their employers. We continue to monitor employer support, and I'm pleased to inform you, it is high. In order to sustain the high employer support we are experiencing, we are developing a recognition program to enhance efforts with ESGR in sustaining support for our soldiers.

In order to continue this proud tradition of exceptional service to our nation, the Army National Guard needs your continuing support. Recognizing that your focus is on personnel, I want to make you aware of our program priorities, and provide you with background on what we have identified as critical issues for the Army National Guard. The continued support of Congress is critical in fulfilling our responsibilities and commitment to our nation.

One great asset of the Army National Guard is our extremely dedicated full-time workforce, that small team of Active Guard and Reserve or Military Technicians back home in your communities that look after our units on a day-to-day basis. Full-time manning is our most critical issue, and our number one priority. I want to thank you for your support in increasing the ARNG Full Time manning. Inadequate full-time support has an adverse impact on retention and the quality of life of our soldiers and their families. With the Guard's increasing role in worldwide day-to-day operations, it is extremely important to have a sufficient number of full-time soldiers ready to help their units meet current operational tempo readiness needs. National Guard leaders throughout the nation repeatedly cite the lack of full-time support as a significant readiness inhibitor. The Army Guard's current full-time manning level is 57 percent of Army validated requirements. The additional authorizations for AGR soldiers and military technicians you provided were sent to the States and Territories to improve readiness in units. Those AGR soldiers are on the ground in our armories that facilitate every aspect of readiness by providing the day-to-day support necessary to allow units to perform their operational missions when mobilized. The Army provides funding beginning in Fiscal Year 2005 to continue the momentum you established in reaching our high risk requirement, but more work needs to be done. The Army is seeking additional full-time support authorizations and associated funding to incrementally increase the ARNG full-time support program over the next 11 years.

Operational demands on the armed forces have stressed active military forces. Since the end of the Cold War, the armed forces experienced a reduction of total

personnel while our security strategy has increased the demands placed on the reserve forces. To meet the increasing mission requirements on the ARNG, we must not only attract but retain our soldiers.

Enlisted personnel recruiting and retention were continuing success stories for the ARNG during FY01. Enlisted accessions for the year exceeded the program objective of 60,252 by totaling 61,956 or 102.8 percent of the goal. The overall ARNG loss rate through the end of FY01 was 19 percent, nearly meeting the overall objective of 18 percent.

The total officer strength at the end of FY01 was 36,579. Officer endstrength was 821 short of the programmed objective. The ARNG continues to have a higher than expected loss rate among officers. Some of this is attributed to resignation from the ARNG due to family pressures, Operations Tempo (OPTEMPO) and better income opportunities offered in the civilian sector.

The shortage of company grade officers in the ARNG, particularly at the rank of captain, results in a large number of lieutenants and warrant officers occupying captain positions. Our company-grade shortfall in units creates a decrease in our overall readiness posture, unit morale and unit effectiveness.

The Army National Guard continues to address significant challenges in warrant officer accession and personnel management. Of significant concern is the critical shortage of technical service warrant officers and the impact this has on unit readiness.

Currently the assigned warrant officer strength is 81 percent fill of the authorized strength. Technical warrant officer strength is at 71 percent, while aviation warrant officer strength has fallen to 95 percent.

The ARNG continues to employ a number of measures to combat the critical shortfall in company grade and warrant officers. Measures include developing a robust advertising campaign; creating an officer/warrant officer recruiting and retention course; capitalizing on alternate commissioning sources for increased accessioning into the ARNG; and identifying and resourcing programs to assist in the acquisition of new officers. These initiatives will contribute to our ability to effectively man the force with quality officers and warrant officers.

In order to fully capitalize on recruiting and retention successes and improve readiness, an effective and resourced reserve component compatible schools system must be employed. Duty Military Occupation Specialty Qualification (DMOSQ) of individual soldiers is a critical element of Personnel Readiness. The Total Army School System and Distance Learning capability are the Army answers to this challenge. Support for training days for Guard soldiers, distance learning courseware and other training support needs are critical to raising the personnel readiness of ARNG units.

The Army's Personnel Transformation effort will merge personnel and payroll programs and databases across all components and provide greater accuracy and integration. The ARNG supports the Personnel Transformation effort and would encourage support for the program.

The Army National Guard has been on duty in 57 countries during the last year. Operations in FY02 are dramatically illustrating the increasing role of the Army National Guard in supporting theater Commanders-in-Chief (CINCs) in Stability and Support Operations. To date this fiscal year, the ARNG has provided approximately 31,770 soldiers to the CINCs, representing an increase of 23,829 soldiers from FY 01. This includes support to the Olympics, Overseas Deployment Support, Temporary Tours of Active Duty, Presidential Reserve Call-Ups, and Partial-Mobilization.

To meet the needs of the future, the ARNG must provide our soldiers with the resources they need to remain trained and ready. The Army National Guard must anticipate the requirements of today's world while we plan for tomorrow's challenges. In addition, the ARNG will have a major role in supporting domestic civil support missions, including such diverse tasks as managing the consequences of Weapons of Mass Destruction, National Missile Defense Systems and other threats to our nation.

The Army National Guard is clearly an essential force in America's military. We must, however, continue to strive forward in order progress and sustain both national and civil support initiatives. The future will demand an ever-increasing OPTEMPO. Your continued support ensures that we maintain our momentum and meet those demands. Your help in supporting these issues is greatly appreciated by the National Guard as a whole and in particularly by those soldiers in your home districts.

Air National Guard

With growing mobilization authority, the Air National Guard currently provides more than 25,000 men and women to Operation Noble Eagle, Enduring Freedom and the 10 U.S. Air Force's Air Expedition Force. Today those numbers include nearly 6,000 volunteers, 14,000 Mobilized men and women, a sustained 1300 AEF participants - many under partial mobilization and volunteerism – all supported extensively by over 21,000 fulltime technicians and 11,000 AGRs – all with meager 1984 endstrength numbers. We will continue these contributions for the unforeseen future – “Always ready – Always there.”

At the end of January, our endstrength approached nearly 110,500, almost 2,500 above our current allocation – a sign of the patriotism and dedication of your men and women in today's Air National Guard, as well as an indicator of the important role your strong support has given us for critical retention programs like control grade relief, Aviator Continuation Pay, bonus programs, pay increases, family readiness and employer support. We have depended heavily on every one of these dedicated citizen warriors -- their families and employers.

In Cycle One and Two of the AEF, the Air National Guard deployed 25,000 of it's people -- nearly 24 percent -- almost 2,500 per AEF. We contributed over 20 percent of the Total Force aviation package and nearly 10 percent of the Expeditionary Combat Support or ECS requirements. Air National Guard contributions to the Total Force have

been even more robust in EAF Cycle 2 – especially with the advent of the War on terrorism. The events of 11 September have, for the short term, adjusted the AEF rotations and the ANG contributions in both numbers and duration. We expect to return to the AEF construct as part of the US Air Force during AEF rotations 3 or 4 this year.

We've been successful because you have given us the necessary resources to place recruiting and retention emphasis on Air Force Specialties where shortages exist, such as aircraft maintenance career fields, by offering enlistment and reenlistment bonuses, Student Loan Repayment Program, and the Montgomery GI Bill Kicker Program. As a result, in many of our critical maintenance AFSCs, we have seen real growth from 2 - 6% over the last two Fiscal Years. These incentives have contributed greatly toward enticing and retaining the right talent for the right job. We thank you for this help.

During the past year the Air National Guard continued to see an increase in Aviator Continuation Pay (ACP) take rates. Currently 450 out of 483 eligible Active Guard Reserve pilots have signed up for the bonus. That equates to a 93% take rate. ACP has accomplished it's goal by retaining qualified instructor pilots to train and sustain our combat force – a critical force enabler in today's environment. Additionally, our priority is to increase our Traditional pilot force, which has maintained a steady state of 90%. We are also implementing recruiting procedures to expediently identify eligible prior-service military pilots that may be interested in a career with the Air National Guard.

Thanks to the efforts of Congress, the Air National Guard has been able to place priority on several Quality of Life imperatives. Each of these initiatives represents a significant accomplishment in making Air National Guard membership more attractive, one of our biggest priorities. Our first priority is the recent increase in the maximum coverage under the Servicemen's Group Life Insurance (SGLI) program to \$250,000. On the heels of that improvement, SGLI was expanded to include families. The SGLI and Family SGLI programs provide our members a single comprehensive source of affordable life insurance.

The recent creation of the Uniformed Services Thrift Savings Plan (UNISERV TSP), is another equally impressive example of far reaching Quality of Life initiatives. Under this program, all members of the Uniformed Services, to include Air National Guard members, are now eligible to supplement their retirement by participating in this program using pre-tax dollars, providing yet another incentive to continue to serve.

We believe TRICARE and the TRICARE For Life legislation is an important enhancement that encourages our members to serve to retirement. By doing so, retired members who become eligible for Medicare at 65 are also eligible to have TRICARE as a supplement to Medicare, saving them significant amounts of money in their retired years. Recent improvements for TRICARE of mobilized Guard members will reduce the burdens on their families.

Our Human Resources Enhancement programs, in particular our Diversity effort has increased mission readiness in the Air National Guard by focusing on workforce diversity and assuring fair and equitable participation for all. In view of demographic changes in our heterogeneous society, we have embraced diversity as a mission readiness, bottom-line business issue. Since our traditional sources for recruitment will not satisfy our needs for ensuring the diversity of thought, numbers of recruits, and a balanced workforce, we are recruiting, retaining and promoting men and women from every heritage, racial, and ethnic group.

Leadership's continuous emphasis on diversity ideals and issues is necessary to maintain momentum and ensure training and program implementation. In addition, declines in prior service accessions require increased emphasis on training and mentoring programs. The Defense Advisory Committee on Women in the Services (DACOWITS) recommended the Air National Guard Diversity Initiative as the "Benchmark for all the Services and Reserve Components."

In the future, our Diversity initiatives will focus on areas of career development including the implementation of an Air National Guard formal mentoring process and the development of automated tools to track progress towards increasing opportunities for women and minorities. In the area of education and training we plan to develop and execute an innovative Prejudice Paradigm and Gender Relations training modules. Also, as part of our minority recruiting and retention efforts, we will sponsor an initiative

to evaluate the retention rates of women in the Air National Guard to determine factors contributing to the attrition rate.

We've made participation for today's employers easier by our Aerospace Expeditionary Force (AEF) predictability and stability. We implemented a dedicated rotator to get our men and women to and from an AEF location. We've identified employer support in our Strategic Plan. The ANG has taken the lead to establish a Reserve Component Airline Symposium where we meet with the nation's airline industry's chief pilots – as we did shortly after the September 11th attacks. We accomplished several goals in our "Year of the Employer 2001" efforts – including the introduction of phase one of an employer database that not only captures vital information on our Traditional National Guard employers to improve communication, but also the added advantage of capturing critical "civilian" skills that can be leveraged for military experience. These are but a few of the initiatives taking hold as we focus on the 'silent partner' behind all of our men and women.

Since 1997, the Air National Guard has repeatedly identified the importance of family readiness. Since 11 September, the Air National Guard has asked its families to make great sacrifices to sustain contributions in support of Operations Noble Eagle and Enduring Freedom – concurrently with sustained AEF rotations of much longer durations. This means today, nearly 50,000 Air National Guard member families are in immediate need of dedicated full time family readiness and support services – specifically information referral support and improved communications and education

capabilities. Until this year, Air National Guard Wing/CRTC family readiness and support was run entirely by volunteers on a mere average annual budget of \$3000-\$4000. Through this committee's great support in the supplemental last year, we received \$8 million dollars to bring "fulltime-dedicated" contract capability to the Air National Guard for the first time ever to enhance our support to the ANG families who's Air Guardsman are deployed or otherwise on duty,

The Air National Guard has developed and implemented the program solution in FY01 to fund a full-time contracted family readiness program at each Wing and CRTC. While funding for FY02 has been added in the FY02 Supplemental Appropriations, there is still no sustained program funding in the FYDP. Properly funded and resourced, the Air National Guard family readiness program will significantly enhance mission capabilities by reducing pressures on Air National Guard personnel and their families as well as improve their quality of life.

The Air National Guard has also identified a need for childcare alternatives. With increasing demands from Air National Guard Commanders and family members, the Air National Guard formed a Childcare Integrated Process Team (IPT) to study innovative childcare options for the National Guard to include drill-weekend childcare access. Quality, affordable and accessible childcare for Guard and Reserve members is an important Quality of Life issue, especially for single and dual-working spouses, just as it is for our active duty counterparts. The Air National Guard has proposed a pilot program in fourteen locations nationwide to provide a low-cost, simple approach to

providing quality, childcare access to National Guard and Reserve members. At completion, an assessment of the pilot program will be reviewed and any necessary guidance with projected costs will be validated. Our Active Duty Child Development Centers (CDC) have recently opened their doors for National Guard and Reserve childcare use on a space available basis at each of their sites. However, with only 14 of 88 Air National Guard Wings on an Active Duty Base where many of the CDC's are already operating at capacity, this will probably have limited opportunity for many. With increasing demands on Air National Guard families and their children, cost-effective and supportive solutions must be found. We currently have no funding for this test program. This is an opportunity to assess the viability of those options in highly effective ways.

The ANG uplinks training from our three studios in Knoxville, Tennessee, Panama City, Florida, and Andrews AFB, Maryland. As a forerunner in this dynamic medium, the satellite-based Air National Guard Warrior Network has (since 1995) transported training and information to our members at the 203 downlink sites at our bases throughout the nation. In addition to training delivery and production, these studios also serve as full communicative links to the states and territories in times of national and local contingencies. From the Andrews studio, we provided timely updates to the field in support of Noble Eagle. From the Training and Education Center in Knoxville, TN we transported critical information for the F-16 community concerning their new wheel and brake assembly. This training saved over \$120,000.00 in costs associated with travel of a mobile team. We also continue to enjoy good working relations with the Federal Judiciary Training Network, uplinking training to all their

federal courts.

We continue to work with the DoD and all the federal training communities in developing and delivering expedient learning pieces, and the net result of these actions are helping to increase unit and member readiness. The challenge is funding for the future. The Air National Guard needs to be positioned to compensate learners, to assist with computer acquisition (or accessibility), Internet access, and to pay for conversion of courses into a deliverable format.

In the last year, the Air National Guard filled more than just "positions." We brought skills, experience and training to the theater that increased Air Force AEF warfighting capability and proved invaluable to immediate responses on September 11th. The Air National Guard pilots who launched over American cities on September 11th and deployed for Enduring Freedom and AEF shortly there after, averaged over 2,000 hours flying the F-16 versus 100 for their young active duty counterparts. Ninety-seven percent of our Air Guard pilots have more than 500 hours experience in their jets compared to thirty-five percent of their Active Duty counterparts. Similar comparisons can be made for other critical career fields. The Air National Guard received 186 undergraduate pilot training slots in Fiscal Year 2001, up 13 from the previous year. The projected pilot shortage for most of the next decade makes it imperative to increase the pipeline flow to help sustain the National Guard's combat readiness—especially as we assimilate more non-prior service individuals as a function of our overall recruiting effort.

We in the Air National Guard are proud to serve this great nation as Citizen-Airmen. Building the strongest possible Air National Guard to meet the needs of the President, Secretary of Defense, CINCs and our Air Force partners is our most important objective. Our people, readiness modernization programs and infrastructure supported through congressional actions are necessary to achieve this vital objective.

We count on the support of the Citizens of the United States of America to continue meeting our mission requirements – especially the members of this committee. We are confident that the men and women of the Air National Guard will meet the challenges set before us. With your sustained support, we will remain an indelible part of American military character as an expeditionary force, domestic guardian and caring neighbor – protecting the United States of America – at home and abroad.

Year of Diversity - A Celebration in both the Army and Air National Guard

I would like to mention that all National Guardsmen -- in blue uniforms and green -- will celebrate this calendar year 2002 as our Year of Diversity.

The National Guard is a diverse organization made up of men and women, civilians and military, of every religion, ethnic group, and race. It serves and is drawn from the people of an even more diverse American nation. With current demographic trends, it is clear that America will become even more diverse in the years ahead. This

diversity is a source of strength for the National Guard just as it is for America. Indeed, if the National Guard is to be successful over the long term, it must strive to become more representative of America's diversity. This year both the Army and the Air National Guard will be developing and launching initiatives to celebrate the diversity we have now and to lay the groundwork for expanding that diversity for the future.