



December 16, 2020

Interruptive Military Service Credit Study

TO: Senator Christine Rolfes, Chair
Senate Ways and Means Committee
Senator John Braun, Ranking Minority Member
Senate Ways and Means Committee
Representative Timm Ormsby, Chair
House of Appropriations Committee
Representative Drew Stokesbary, Ranking Minority Member
House Appropriations Committee

FROM: Dennis Lawson, Chair
Law Enforcement Officers' and Fire Fighters' Plan 2 Retirement Board

SUBJECT: 2020 Interruptive Military Service Credit Study

The legislature directed the Law Enforcement Officers' and Fire Fighters' (LEOFF) Plan 2 Retirement Board to complete a study of interruptive military service credit for LEOFF Plan 2 members and the impact of expanding fully subsidized service credit eligibility to those members who have been awarded an expeditionary medal.

The results of this study are included herein and available on the LEOFF Plan 2 website.

STUDY REQUIREMENTS

The legislature tasked the Law Enforcement Officers' and Fire Fighters' (LEOFF) Plan 2 Retirement Board and the Select Committee on Pension Policy (SCPP) to complete a study of interruptive military service credit and the impact of expanding fully subsidized service credit eligibility to those who have been awarded an expeditionary medal.

To encourage consistency among the treatment of military service throughout the Washington state retirement systems, the LEOFF Plan 2 Board and the SCPP must communicate their preliminary recommendations to each other prior to October 30, 2020. Considering the preliminary recommendations of the other body, the LEOFF Plan 2 Board and the SCPP must issue final reports containing recommendations and analysis of the potential cost of those recommendations to the appropriate committees of the legislature by January 2, 2021.¹

¹ Substitute House Bill 2544 (2020). *Definition of Veteran*. [online] Available at: <http://lawfilesexternal.wa.gov/biennium/2019-20/Pdf/Bills/House%20Bills/2544-S.pdf?q=20200908100212>

EXECUTIVE SUMMARY

LEOFF Plan 2 members may establish service credit for military service interrupting their LEOFF service. Member contributions are waived for LEOFF Plan 2 members whose interruptive military service was: 1) during a period of war; or 2) during a specified conflict for which they earned a campaign badge or medal.

The cost impact for expanding fully subsidized service credit eligibility to those who have been awarded an expeditionary medal prospectively is \$1.3 million total employer 25-year cost for all systems and plans (\$0.7 million for LEOFF Plan 2). The cost impact for expanding the benefit retroactively is \$16 million total employer 25-year cost for all systems and plans (\$9 million for LEOFF Plan 2).

BOARD RECOMMENDATION

The Board voted to defer making a recommendation to expand the no-cost interruptive military service credit benefit to service where the member earned an expeditionary medal until next year.

Board members expressed support of the policy to expand; however, they also expressed concerns regarding the cost of the benefit and the expected state and local budget environment due to revenue impacts from Covid-19.

BACKGROUND AND POLICY ISSUES

General Background

Interruptive military service credit applies to all Washington State retirement systems, including LEOFF Plan 2. A member qualifies for this benefit when they take a leave of absence from a DRS covered position to serve in the United States military, and the member returns to employment with their employer within 90 days of being honorably discharged. When this occurs, membership in the retirement system is considered to be interrupted.

There are two types of pension benefits for interruptive military service: fully subsidized (“no-cost interruptive military service credit”) and partially subsidized (“reduced-cost interruptive military service credit”).

No-cost interruptive military service credit is awarded if the service took place during a period of war, or certain armed conflicts in which an approved campaign medal or badge was obtained. A member can qualify for up to five years of no-cost interruptive military service credit. The employer and state pay their contributions plus interest and the system subsidizes the member contributions and interest.

Reduced-cost interruptive military service credit is awarded if the service did not take place during a period of war, or an armed conflict in which an approved campaign medal was

obtained.² In order to receive reduced-cost interruptive military service credit, a member must have been honorably discharged from their service and unable to qualify for no-cost credit. A member can qualify for up to five years of reduced-cost interruptive military service credit. The member must pay the member contribution cost; however, the interest on the member contributions is subsidized by the plan. The member has five years from when they return to work to pay their contributions or they must pay those contributions prior to retirement, whichever occurs first. After the member pays their contributions, the employer and state are billed for the employer contributions plus interest.

A member may receive a total of 10 years of interruptive military service credit (up to five years no-cost interruptive military service credit and up to five years of reduced-cost interruptive military service credit). The member must fully pay the required contributions within five years of reemployment.

Qualifying for No-Cost Interruptive Military Service Credit

To qualify for no-cost interruptive military service credit the member's service must have been during a "period of war", as defined in RCW 41.04.005(2). "Period of war" is defined under this statute as:

World War I; World War II; The Korean conflict; The Vietnam era³; The Persian Gulf War⁴; The period beginning on the date of any future declaration of war by the congress and ending on the date prescribed by presidential proclamation or concurrent resolution of the congress; and

Any armed conflicts, if the participant was awarded the respective campaign badge or medal, or if the service was such that a campaign badge or medal would have been awarded, except that the member already received a campaign badge or medal for a prior deployment during that same conflict.

The DoD awards a campaign badge or medal to service members who served during a specified conflict and were stationed in a designated war zone.⁵

Campaign medals, as defined by the DoD manual 1348.33 Volume 2, are medals which:

"recognize service members who are deployed to the geographic area where the combat is actually occurring. Members awarded campaign medals have the highest

² Responsibility for payment varies by the dates of service. If the military service was completed: Between October 1, 1977, and March 31, 1992, the member pays both the employer and member contributions plus interest; After March 31, 1992, and before October 6, 1994, the member pays the member contributions plus interest and the employer and state pay their contributions plus interest; After October 6, 1994, a member pays the member contributions (no interest) and the employer and state pays their contribution plus interest.

³ Which means: The period beginning on February 28, 1961, and ending on May 7, 1975, in the case of a veteran who served in the Republic of Vietnam during that period; the period beginning August 5, 1964, and ending on May 7, 1975.

⁴ Which was the period beginning August 2, 1990, and ending on February 28, 1991, or ending on November 30, 1995, if the participant was awarded a campaign badge or medal for such period.

⁵ Defined conflicts include: the crisis in Lebanon, the invasion of Grenada, Operation Just Cause in Panama, Operation Restore Hope in Somalia, Operation Uphold Democracy in Haiti, Operation Joint Endeavor in Bosnia, Operation Noble Eagle, Operation Enduring Freedom in Southern or Central Asia, Operation Iraqi Freedom; Iraq and Syria, Operation Inherent Resolve; and Afghanistan, Operation Freedom's Sentinel.

degree of personal risk and hardship as they are conducting the combat operations and are deployed to the area where the combat is actually occurring.”

Interruptive military service that does not meet the definition of “period of war” does not qualify for no-cost interruptive military service credit. However, it does qualify for reduced-cost interruptive military service credit.

Legislative History

No-cost interruptive military service credit was created in 2009, with the passage of HB 1548. HB 1548 was endorsed by the SCPP and the LEOFF Plan 2 Board. The legislative history of HB 1548 does not explicitly state the policy goals of the legislature in creating a no-cost interruptive military service credit benefit, or the reasons for placing the lines of demarcation between reduced-cost and no-cost interruptive military service credit at receiving a campaign badge.

In 2008, the LEOFF Plan 2 Board report⁶ on this proposed benefit stated:

Arguments for eliminating the cost to the member include encouraging military service, supporting the ability to recruit military personnel into state/local government service, benefits (direct and indirect) to the State from military service rendered by public employees, recognition and support for Plan members serving the public at large in a high risk situation, and supplementing federal benefits which may be viewed as inadequate.

Some of the policy pros and cons of providing special or increased benefits to members based on military service, identified in presentations to the LEOFF Plan 2 Board and the SCPP in 2008 and 2009, included:

No Additional Benefits	Additional Benefits
Members serve voluntarily; no draft requires them to leave employment	Encourage military service; help avoid need for a draft
Members already receive adequate federal compensation and benefits for military service	Support ability to recruit more military personnel into state service and more state personnel into military service
Other members and employers would not have to absorb extra costs for these members	Support view that all WA citizens benefit, directly or indirectly, from military service rendered by public employees
More favorable service credit treatment is already given to these members (partially subsidized service credit)	Recognize that members who serve in conflicts are at higher risk for injury or death; pension Plans typically offer extra support for high risk occupations that serve the public at large
Military service is unrelated to the service rewarded by state pension Plans	Supplement federal benefits, which may not be viewed as adequate

⁶ *Interruptive Military Service Credit Final Proposal*. [online] Available at: https://leoff.wa.gov/sites/default/files/2020-02/121708.6_Interruptive-Military-Service-Credit.pdf.

During the 2017 legislative session, SB 5661 required the LEOFF Plan 2 Board to study interruptive military service credit for members not awarded a campaign badge or medal. As a result of that study the LEOFF Plan 2 Board endorsed legislation (HB 2701) in 2018. This legislation added a provision to ensure eligibility for no-cost interruptive military service credit for multiple deployments to the same conflict; added an end date in statute for the end of the Gulf War; and made two additional combat operations (Inherent Resolve, Iraq and Syria; and Freedom's Sentinel, Afghanistan) eligible for no-cost interruptive military service credit. This legislation became effective June 7, 2018.

The statute which defines "period of war", for purposes of not only receiving interruptive military service credit but also other non-pension benefits, has been amended eleven times since its adoption in 1969. Most of these amendments updated the list of periods of war and armed conflicts.

Most recently, HB 2544 (2020) redefined "period of war" in RCW 41.04.005 to no longer identify specific conflicts and instead recognize all service from which a campaign badge or medal was earned. The LEOFF Plan 2 Board endorsed this legislation because it removes the need to amend "period of war" for each new conflict that qualifies for no-cost interrupt military service credit.

Department of Defense

Campaign, Expeditionary, and Service (CE&S) medals recognize service members' participation in military campaigns, expeditions, or other significant military operations, and for otherwise meritorious military service. Eligibility criteria for CE&S medals are based on a service member's:

- Degree of personal risk (e.g., proximity to the enemy, service in a combat zone, imminent threat of hostilities);
- Degree of personal hardship;
- Participation in designated military operations; and,
- Extent of military service during specified time periods, duration, or types of duty.⁷

There are four categories of CE&S medals:

- **Campaign Medals** - Campaign medals recognize deployed participation in large-scale or long-duration combat operations. Campaign medals are associated with the highest level of personal risk and hardship. They are awarded to members who are deployed to the geographic areas where the combat is actually occurring. Service members deployed to areas where combat is occurring as a result of prolonged or large-scale military combat operations should be recognized with a separate and distinct campaign medal.
- **Expeditionary Medals** - Expeditionary medals recognize deployed participation in small scale and/or short-duration combat operations or military operations where there is an imminent threat of hostilities. Expeditionary medals are also awarded to members deployed in support of combat operations, but who are not in the geographic area

⁷ DOD MANUAL 1348.33, VOLUME 2. [online] Available at: https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodm/1348.33_Vol2.pdf?ver=2018-03-29-102726-900

where the actual combat is occurring. Expeditionary medals are associated with high levels of personal risk and hardship.

- **Deployed Service Medals** - Deployed service medals recognize deployment or assignment to a designated Area of Eligibility (AOE) to participate in, or directly support, a designated military operation where there is no foreign armed opposition or imminent threat of hostile action.
- **Individual Service Medals** - Individual service medals recognize individual merit, direct participation in a DoD approved military activity, undertaking, event or operation, or service during a specified period. Some individual service medals, such as the Prisoner of War (POW) medal, may recognize service involving significant personal risk and hardship, while others only recognize being in active military service during a particular period of time.⁸

Below is a table from the DoD Manual 1348.33, Volume 2, of current and recent CE&S medals:

Table 1: Categories of CE&S Medals

Title of Decoration ¹	Sub-category of CE&S Medals
Southwest Asia Service Medal ²	Campaign Medal
Kosovo Campaign Medal	Campaign Medal
Afghanistan Campaign Medal	Campaign Medal
Iraq Campaign Medal	Campaign Medal
Inherent Resolve Campaign Medal	Campaign Medal
Armed Forces Expeditionary Medal	Expeditionary Medal
Global War on Terrorism Expeditionary Medal	Expeditionary Medal
Antarctic Service Medal	Deployed Service Medal
Armed Forces Service Medal	Deployed Service Medal
Korea Defense Service Medal	Deployed Service Medal
National Defense Service Medal	Individual Service Medal
Armed Forces Reserve Medal	Individual Service Medal
Humanitarian Service Medal	Individual Service Medal
Prisoner of War Medal	Individual Service Medal
Military Outstanding Volunteer Service Medal	Individual Service Medal
Global War on Terrorism Service Medal	Individual Service Medal
<p>Note 1: This list is not all-inclusive. Military Departments also have CE&S medals (e.g., Navy Expeditionary Medal; Air Force Good Conduct Medal; Army Good Conduct Medal). Refer to each Military Department's specific award guidance for additional information.</p> <p>Note 2: Before DoD established comprehensive CE&S medal policy, the naming conventions for DoD CE&S medals were inconsistent. This resulted in several medals with names that do not match the CE&S medal category to which they are assigned.</p>	

LEOFF Plan 2 Interruptive Military Service Credit Data

According to the data provided by DRS, between 2009 and 2019, 534 LEOFF Plan 2 members received no-cost interruptive military service credit. Those members received an average of 9.75 months of service credit.

⁸ id.

During that same time period, 24 LEOFF Plan 2 members purchased partially subsidized interruptive military service credit. Those members purchased an average of 8.85 months of service credit. 40 LEOFF Plan 2 members requested a bill from DRS to purchase partially subsidized interruptive military service credit, but elected not to purchase the service credit. Those members would have received an average of 11.68 months of service credit.

Cost of Expanding to Expeditionary Medals

During the 2020 legislative session, as well as previous legislative sessions, the legislature considered expanding the no-cost interruptive military service credit benefit to members who earned expeditionary medals. However, OSA and the LEOFF Plan 2 Board were unable to gather the necessary data to identify the cost of expanding the benefit. Thus, the fiscal notes for expanding the benefit were indeterminate.

As part of this study, OSA and the LEOFF Plan 2 Board worked with the agencies identified in the study (DRS, Washington State Military Department, and Department of Veterans Affairs) to gather data to identify the cost of expanding the benefit (see Appendix B, C, and D. Each of these State agencies responded to our requests for data (see Appendix E, F, and G).

MIL provided the number of air force and army national guard members in Washington State that received expeditionary medals and campaign medals.

	Air National Guard (2016-2020)	Army National Guard (Based on Currently Serving Members)
Expeditionary Medals	476	991
Campaign Medals	159	1,995
Ratio	2.99	0.50

DRS provided billing data on members who had requested either no-cost or partially subsidized interruptive military service credit (see Appendix E).

In addition to the data provided by state agencies, the DoD provided data in response to a Freedom of Information Act request made by the LEOFF Plan 2 Board for the total number of campaign and expeditionary medals awarded since 2001 (see Appendix I).

Based on the data provided by MIL and DRS, OSA identified the following contribution rate impacts of expanding no-cost interruptive military service credit:

Impact on Contribution Rates – Prospective				
System/Plan	PERS 2/3	PSERS 2	LEOFF 2	WSPRS 1/2
Current Members				
Employee (Plans 1/2)	0.0002%	0.0001%	0.0013%	0.0053%
Employer	0.0002%	0.0001%	0.0008%	0.0053%
State			0.0005%	

Impact on Contribution Rates - Retroactive				
System/Plan	PERS 2/3	PSERS 2	LEOFF 2	WSPRS 1/2
Current Members				
Employee (Plans 1/2)	0.003%	0.004%	0.019%	0.099%
Employer	0.003%	0.004%	0.012%	0.099%
State			0.008%	

The cost impact for expanding the benefit prospectively is \$1.3 million total employer 25-year cost for all systems and plans (\$0.7 million for LEOFF Plan 2). The cost impact for expanding the benefit retroactively is \$16 million total employer 25-year cost for all systems and plans (\$9 million for LEOFF Plan 2).

OTHER STATES

LEOFF Plan 2 contacted staff from other state retirement systems for information and data regarding their members' receipt of interruptive military service credit, as well as the requirements for receiving such credit.

Idaho PERS allows their members a maximum of five years of no-cost military service credit, similar to Washington. Wisconsin Retirement Systems allows a maximum of four years of no-cost military service credit, unless the service is involuntary. Minnesota Retirement Systems and Oregon PERS do not offer no-cost interruptive military service credit. Research and communications with staff members from other state retirement systems shows that none of these states require their members to have earned a specific medal, or to have served in a specific conflict in order to receive no-cost or reduced-cost interruptive military service credit. Among the states that offer no-cost interruptive military service credit, the requirements for earning no-cost credit are broader than Washington State.

Below is a comparison among other states based on total members, members receiving interruptive military service credit, average no-cost service credit received, maximum amount of no-cost service granted, and qualifications to receive no-cost military service credit.

STATE	TOTAL MEMBERS	MEMBERS WITH INTERRUPTIVE MILITARY SERVICE CREDIT	AVERAGE SERVICE CREDIT RECEIVED	MAXIMUM NO-COST SERVICE CREDIT GRANTED	QUALIFICATIONS FOR NO-COST SERVICE CREDIT
CALIFORNIA (CALPERS)	2,006,369	–	–	–	Member must enter military service within 90 days of leaving CalPERS and return to CalPERS within six months of discharge date.
IDAHO (PERSI)	160,000	500	5-6 months	5 years	Member must enter military service within 90 days of leaving PERSI employment, and must return to PERSI employment within 90 day of release from active duty.
MINNESOTA (MSRS)	134,000	12	–	n/a	No-cost credit not offered.
OREGON (PERS)	374,000	1,083	–	n/a	No-cost credit not offered. Must be purchased by member or employer.
WASHINGTON (DRS)	523,000	8,339	9 months	5 years	Must have been awarded a campaign medal from serving in combat zones.
WASHINGTON (LEOFF 2)	24,000	574	10 months	5 years	Must have been awarded a campaign medal from serving in combat zones.
WISCONSIN (WRS)	642,000	784	2 years	4 years	Left WRS employment to serve in the armed forces and return to employment within 180 days. Member may be responsible for employee contributions, under some circumstances.

SUPPORTING INFORMATION

Appendix A: 01.07.20 DRS Fiscal Note HB 2544 (2020)

Appendix B: 07.10.20 Data Request to DRS

Appendix C: 07.10.20 Data Request to MIL

Appendix D: 07.10.20 Data Request to MIL

Appendix E: 07.13.20 DRS Response to Data Request

Appendix F: 07.14.20 MIL Response to Data Request

Appendix G: 07.30.20 DVA Response to Data Request

Appendix H: 08.17.20 MIL Response Follow Up to Data Request

Appendix I: 10.09.20 DoD FOIA Response

Appendix J: 10.13.20 LEOFF Preliminary Recommendation Letter to SCPP

Appendix K: 10.29.20 SCPP Preliminary Recommendation Letter to LEOFF

Appendix L: 12.07.20 Actuarial Analysis Summary

DRS Fiscal Note – 2021 Legislative Session

Bill Number: HB 2544	Title: Definition of Veteran in RCW 41.04.005	Agency: 124-Dept of Retirement Systems
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Part I: Estimates

☐ No Fiscal Impact

Estimated Cash Receipts to:

ACCOUNT	FY 2022	FY 2023	2021-23	2023-25	2025-27
			0		
			0		
			0		
			0		
			0		
Total \$	0	0	0	0	0

Estimated Expenditures from:

	FY 2022	FY 2023	2021-23	2023-25	2025-27
FTE Staff Years	0.4		0.2		
Account					
DRS Admin Account (600-1)	39,110		39,110		
			0		
			0		
			0		
Total \$	39,110	0	39,110	0	0

Check applicable boxes and follow corresponding instructions:

- ☐ If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- ☒ If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- ☐ Capital budget impact, complete Part IV.
- ☐ Requires new rule making, complete Part V.

Legislative Contact:	Phone:	Date:
Agency Preparation: Seth Miller	Phone: 360-664-7304	Date:
Agency Approval: Tracy Guerin	Phone: 360-664-7312	Date:
OFM Review:	Phone:	Date:

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

This bill would amend RCW 41.04.005 to expand the definition of veteran to include those who have received an expeditionary medal, campaign badge or medal in any armed conflict, rather than limiting it to a campaign badge or medal in certain listed conflicts.

II. B - Cash Receipts Impact

No impact.

II. C - Expenditures

Administrative Assumptions

- The revised definition would apply to all members with eligible military service credit in all systems, including those who have previously applied for and been denied service credit because their service did not meet the current definition.
- DRS should review past military service credit requests to determine if they would be eligible for service credit under the new definition.
- DRS estimates that there are over 900 accounts to review for eligibility.

Benefits/Customer Service

Retirement Specialists (RSs) will assist in updates to member communications and internal reference and training materials. RSs will research accounts with prior military service credit that may be affected by this definition change, to create any service credit purchases that were previously ineligible and to adjust any accounts, as needed.

Retirement Specialist 3 – 529 hours (salaries/benefits)	\$22,308
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Member Communications

DRS' Communication Team will update wording in member handbooks and publications, and will update areas of the agency's website to communicate changes to impacted customers. Communications consultants will also create letter templates to accompany any new bills or to notify customers of account changes.

Communications Consultant 5 – 300 hours (salaries/benefits)	\$16,802
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ESTIMATED TOTAL COST TO IMPLEMENT THIS BILL:	\$39,110
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Part III: Expenditure Detail

III. A - Expenditures by Object Or Purpose

	FY 2022	FY 2023	2021-23	2023-25	2025-27
FTE Staff Years	0.4		0.20		
A-Salaries and Wages	28,465		28,465		
B-Employee Benefits	10,645		10,645		
C-Personal Service Contracts			0		
E-Goods and Services			0		
G-Travel			0		
J-Capital Outlays			0		
N-Grants, Benefits and Client Svcs			0		
P-Debt Service			0		
S-Interagency Reimbursement			0		
Total:	\$39,110	\$0	\$39,110	\$0	\$0

III. B - FTE Detail:

Job Classification	Salary	FY 2022	FY 2023	2021-23	2023-25	2025-27
RETIREMENT SPECIALIST 3	63,058	0.25		0.13		
COMMUNICATIONS CONSULTANT 5	86,923	0.14		0.07		
				0.00		
				0.00		
Total FTE's	149,981	0.39	0.00	0.20	0.00	0.00

III. C - Expenditures By Program (optional)

N/A – optional.

Part IV: Capital Budget Impact

No impact.

Part V: New Rule Making Required

No impact.

Select Committee on Pension Policy

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July 10, 2020

Mr. Seth Miller
Retirement Services Division Assistant Director
Department of Retirement Systems
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Olympia, WA 98504-8380
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Delivered via Email

**SUBJECT: INTERRUPTIVE MILITARY SERVICE CREDIT
STUDY – DATA REQUEST**

Dear Mr. Miller,

The Select Committee on Pension Policy (SCPP) and the Law Enforcement Officers' and Fire Fighters' (LEOFF) Plan 2 Retirement Board formally request the assistance of the Washington State Department of Retirement Systems (DRS) in completing the 2020 Interruptive Military Service Credit Study, as required under [Chapter 178, Laws of 2020](#).

The SCPP and LEOFF 2 Board is required to study the provision of interruptive military service credit. Specifically, examining the expansion of fully subsidized interruptive military service credit to individuals who have been awarded an expeditionary medal. DRS, the Office of the State Actuary (OSA), the Washington State Military Department, and the Washington State Department of Veterans Affairs are required to provide information and/or conduct research as needed to support the SCPP's and LEOFF 2 Board's respective studies.

In order to model the past and future potential cost of expanding this pension benefit to individuals with expeditionary medals, OSA would like to quantify the cost of expanding interruptive military service credit. OSA received data as part of the 2020 Legislative Session to aid in the preparation of actuarial fiscal notes for Substitute House Bill 2544, concerning the definition of veteran. If there are any significant updates to the data previously provided, please share an updated file.

We would also appreciate any additional data you can think of that may assist in our analysis. For example, it would be helpful to receive

John Boesenberg
PERS/Higher Ed Employers

Senator John Braun

Senator Steve Conway

Annette Creekaum
PERS Employers

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TRS Actives

***Representative Joe Fitzgibbon, Vice Chair**

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***Bev Hermanson**
PERS Retirees

Senator Steve Hobbs

Leanne Kunze
PERS Actives

Anthony Murrietta
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***Byron Olson**
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Representative Timm Ormsby

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Representative Mike Volz

**Executive Committee*

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Interruptive Military Service Credit Study – Data Request

July 10, 2020

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information related to the amount of service credit that can be attributed to members or retirees who have experienced a break in service from their employer for purposes of interruptive military service.

In order to meet the required deadlines of this study, the SCPP and LEOFF 2 Board staff ask that any updated data, new data/resources, or confirmation that data is not available, is provided by August 10, 2020, to our email addresses located below. Should you require additional time to compile or prepare information, please let us know.

Please contact SCPP and LEOFF 2 Board staff if you have any questions or concerns with this request.

Sincerely,



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Select Committee on Pension Policy

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July 10, 2020

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Delivered via Email

**SUBJECT: INTERRUPTIVE MILITARY SERVICE CREDIT
STUDY – DATA REQUEST**

Dear Ms. Bickford,

The Select Committee on Pension Policy (SCPP) and the Law Enforcement Officers' and Fire Fighters' (LEOFF) Plan 2 Retirement Board formally request the assistance of the Washington State Military Department in completing the 2020 Interruptive Military Service Credit Study, as required under [Chapter 178, Laws of 2020](#).

The SCPP and LEOFF 2 Board is required to study the provision of interruptive military service credit. Specifically, examining the expansion of fully subsidized interruptive military service credit to individuals who have been awarded an expeditionary medal. The Department of Retirement Systems, the Office of the State Actuary (OSA), the Washington State Military Department, and the Washington State Department of Veterans Affairs are required to provide information and/or conduct research as needed to support the SCPP's and LEOFF 2 Board's respective studies.

Thank you for the information you have provided thus far. If possible, OSA would like information that would assist the actuaries in estimating the past and future potential cost of expanding this pension benefit to include expeditionary medals. The actuaries are requesting data that would help them quantify the ratio of medals awarded in a given armed conflict (or specified time period), split between campaign and expeditionary medals.

To the extent possible, we are requesting the following information:

- ❖ The total number of medals awarded over a specified time period, or operation, on an annual basis categorized

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by campaign or expeditionary medal. For example, in 2010 there were 1,000 campaign medals and 1,500 expeditionary medals awarded.

- ❖ Average length of deployment an individual served when they were awarded a campaign medal versus an expeditionary medal. For example, of the medals awarded in 2010, the average recipient spent eight months in conflict for the campaign medal and 12 months in conflict for the expeditionary medal.
- ❖ Comprehensive list of campaign and expeditionary medals that are available and criteria for receiving those.

In order to meet the required deadlines of this study, the SCPP and LEOFF 2 Board staff ask that this data, or confirmation the data is not available, is provided by August 10, 2020, to our email addresses located below. Should you require additional time to compile or prepare information, please let us know. We would also appreciate any additional resources or data you can think of to assist in modeling the past and future potential cost of expanding this pension benefit.

Please contact SCPP and LEOFF 2 Board staff if you have any questions or concerns with this request.

Sincerely,



Melinda Aslakson

Policy Analyst

Office of the State Actuary

melinda.aslakson@leg.wa.gov



Jacob White

Senior Research & Policy Manager

LEOFF Plan 2 Retirement Board

jacob.white@leoff.wa.gov

APPENDIX D

Select Committee on Pension Policy

P.O. Box 40914
Olympia, WA 98504-0914
state.actuary@leg.wa.gov

July 10, 2020

Mr. Steven J. Gill
Veteran Services Administrator
Washington State Department of Veterans Affairs
P.O. Box 41150
Olympia, WA 98504
steveng@dva.wa.gov
Delivered via Email

**SUBJECT: INTERRUPTIVE MILITARY SERVICE CREDIT
STUDY – DATA REQUEST**

Dear Mr. Gill,

The Select Committee on Pension Policy (SCPP) and the Law Enforcement Officers' and Fire Fighters' (LEOFF) Plan 2 Retirement Board formally request the assistance of the Washington State Department of Veterans Affairs in completing the 2020 Interruptive Military Service Credit Study, as required under [Chapter 178, Laws of 2020](#).

The SCPP and LEOFF 2 Board is required to study the provision of interruptive military service credit. Specifically, examining the expansion of fully subsidized interruptive military service credit to individuals who have been awarded an expeditionary medal. The Department of Retirement Systems, the Office of the State Actuary (OSA), the Washington State Military Department, and the Washington State Department of Veterans Affairs are required to provide information and/or conduct research as needed to support the SCPP's and LEOFF 2 Board's respective studies.

It is my understanding you may have requested from the Department of Defense information to assist with this study. We appreciate your assistance. In continuing discussions with our actuarial team, the following information would be helpful to model the future potential cost of expanding this pension benefit and quantify the ratio of medals awarded in a given armed conflict. To the extent possible, we are requesting the following information:

- ❖ The total number of medals awarded over a specified time period, or operation, on an annual basis categorized by campaign or expeditionary medal. For example, in

John Boesenberg
PERS/Higher Ed Employers

Senator John Braun

Senator Steve Conway

Annette Creekaum
PERS Employers

Randy Davis
TRS Actives

***Representative Joe Fitzgibbon, Vice Chair**

Beverly Freeman
PERS Employers

***Tracy Guerin, Director**
Department of Retirement Systems

***Bev Hermanson**
PERS Retirees

Senator Steve Hobbs

Leanne Kunze
PERS Actives

Anthony Murrietta
PERS Actives

***Byron Olson**
PERS Employers

Representative Timm Ormsby

***Senator Mark Schoesler, Chair**

David Schumacher, Director
Office of Financial Management

Mark Soper
WSPRS Retirees

Representative Drew Stokesbary

***J. Pat Thompson**
PERS Actives

Representative Mike Volz

**Executive Committee*

(360) 786-6140
Fax: (360) 586-8135
TDD: 711
leg.wa.gov/SCPP.htm

2010 there were 1,000 campaign medals and 1,500 expeditionary medals awarded.

- ❖ Average length of deployment an individual served when they were awarded a campaign medal versus an expeditionary medal. For example, of the medals awarded in 2010, the average recipient spent eight months in conflict for the campaign medal and 12 months in conflict for the expeditionary medal.
- ❖ Comprehensive list of campaign and expeditionary medals that are available and criteria for receiving those.

In order to meet the required deadlines of this study, the SCPP and LEOFF 2 Board staff ask that this data, or confirmation the data is not available, is provided by August 10, 2020, to our email addresses located below. Should you require additional time to compile or prepare information, please let us know. We would also appreciate any additional resources or data you can think of to assist in modeling the past and future potential cost of expanding this pension benefit.

Please contact SCPP and LEOFF 2 Board staff if you have any questions or concerns with this request.

Sincerely,



Melinda Aslakson

Policy Analyst

Office of the State Actuary

melinda.aslakson@leg.wa.gov



Jacob White

Senior Research & Policy Manager

LEOFF Plan 2 Retirement Board

jacob.white@leoff.wa.gov

The data within the spreadsheet provided by DRS is summarized in part within the Actuarial Analysis Summary on Expeditionary Medals, contained in Appendix X.

Aslakson, Melinda

From: Miller, Seth (DRS) <seth.miller@drs.wa.gov>
Sent: Monday, July 13, 2020 4:31 PM
To: Office State Actuary, WA
Cc: Aslakson, Melinda; White, Jacob (LEOFF)
Subject: RE: Data Request: Interruptive Military Service Credit Study
Attachments: optbill July 13 2020.xlsx

APPENDIX E

An updated data set is attached. Please let me know if you need anything else.

-Seth

From: Office State Actuary, WA <State.Actuary@leg.wa.gov>
Sent: Friday, July 10, 2020 12:33 PM
To: Miller, Seth (DRS) <seth.miller@drs.wa.gov>
Cc: Aslakson, Melinda <Melinda.Aslakson@leg.wa.gov>; White, Jacob (LEOFF) <jacob.white@leoff.wa.gov>
Subject: Data Request: Interruptive Military Service Credit Study

Please see attached.

Office of the State Actuary

P.O. Box 40914

Olympia, Washington 98504-0914

leg.wa.gov/osa

Phone 360.786.6140

Fax 360.586.8135

"Supporting financial security for generations."

(Note: PDF files are best viewed using Adobe Reader's latest version. Click the icon below to access free update.)



This e-mail, related attachments, and any response may be subject to public disclosure under state law (Chapter 42.56 RCW).

White, Jacob (LEOFF)

From: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>
Sent: Tuesday, July 14, 2020 12:00 PM
To: Office State Actuary, WA
Cc: Aslakson, Melinda; White, Jacob (LEOFF); Baumgart, Jim (GOV); Brewer, Daniel N. LTC (MIL); Bickford, Nancy (MIL)
Subject: RE: Data Request: Interruptive Military Service Credit Study
Attachments: Campaign and Expeditions - Veterans.pdf; DoD Manual of Military Decorations and Awards.pdf; JCS Pub 1-02 DoD Dictionary of Military and Associated Terms.pdf

Follow Up Flag: Follow up
Flag Status: Flagged

Good morning,

Thank you for your inquiry.

It is important to know for the basis of the study that the Washington Military Department has only the Washington National Guard and not the entire military. We do not have the associated expertise or data but have been doing the best we can over an extended period of time to answer the many questions related to this study. I have asked both the Army and Air National Guard to answer within their capabilities and have additional research below that I have been able to further find.

1. Attached above is information on all the campaigns and expeditionary medals. The first attachment lists the medals and when they were awarded (periods of time). Both attachment 1 and 2 will answer a few of your questions.
2. The second attachment includes all of the criteria to award the medal to include the qualifying periods of time. Typically they will have served longer and this study shows in Table 12 the average length of a deployment by service.
3. The third attachment is a reference for you to look up any military terms or acronyms that are not fully explained in the DOD manual.
4. I did find a deployment study that did document service specific (Army, Navy, etc.) average period lengths but that data was only as of 2010 (see table 12 https://www.ncbi.nlm.nih.gov/books/NBK206861/table/tab_3_12/?report=objectonly). You can see it varies by service. The length of the deployment isn't too meaningful because these services typically have a greater frequency of deployments.

I have sent your requests and questions off to the Defense Manpower Data Center (DMDC), but am uncertain if they will be able to answer. This is the direct website contact for the DMDC <https://www.dmdc.osd.mil/appj/dwp/index.jsp> and am uncertain they will answer with your needed information, but am working to see what they have the capability to document. It may work better for you as actuaries to contact the DMDC directly. This information attachments should answer quite a bit of your three questions. I'd like to suggest you survey the LEOFF 2 members to see what deployments and they have expeditionary medals for the deployment lengths to better estimate the costs of expanding interruptive service credit to this category. Department of Defense overall data may not neatly extrapolate to the typical population that is in the LEOFF 2 coverage area.

I will forward any information I receive from the Washington National Guard or the Defense Manpower Data Center

Nancy A. Bickford

Intergovernmental Affairs and Policy Director
Washington Military Department
253-512-7712 or 253-255-8620 (cell)
Nancy.bickford@mil.wa.gov

Email communications with state employees are public records and may be subject to disclosure, pursuant to Ch. 42.56 RCW.

From: Office State Actuary, WA <State.Actuary@leg.wa.gov>
Sent: Friday, July 10, 2020 12:33 PM
To: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>
Cc: Aslakson, Melinda <Melinda.Aslakson@leg.wa.gov>; White, Jacob (LEOFF) <jacob.white@leoff.wa.gov>
Subject: Data Request: Interruptive Military Service Credit Study

Please see attached.

Office of the State Actuary

P.O. Box 40914
Olympia, Washington 98504-0914
leg.wa.gov/osa
Phone 360.786.6140
Fax 360.586.8135

"Supporting financial security for generations."

(Note: PDF files are best viewed using Adobe Reader's latest version. Click the icon below to access free update.)



This e-mail, related attachments, and any response may be subject to public disclosure under state law (Chapter 42.56 RCW).



STATE OF WASHINGTON
DEPARTMENT OF VETERANS AFFAIRS

1102 Quince Street, Box 41150 • Olympia, Washington 98504-1150 • 1-800-562-0132

July 30, 2020

Ms. Melinda Aslakson
Policy Analyst
Select Committee on Pension Policy
Office of the State Actuary
PO BOX 40914
Olympia WA 98504-0914

Re: Interruptive Military Service Credit Study – Data Request

Dear Ms. Aslakson,

I am in receipt of your letter dated July 10, 2020 requesting assistance and data for the Interruptive Military Service Credit Study. Your office requested assistance with obtaining the following information:

- The total number of medals awarded over a specific time period, or operation, on an annual basis categorized by campaign or expeditionary medal. For example, in 2010 there were 1,000 campaign medals and 1,500 expeditionary medals awarded.
- Average length of deployment an individual served when they were awarded a campaign medal versus an expeditionary medal. For example, of the medals awarded in 2010, the average recipient spent eight months in conflict for the campaign medal and 12 months in conflict for the expeditionary medal.
- Comprehensive list of campaign and expeditionary medals that are available and criteria for receiving those.

Our Department does not have access to this information or other similar information that I believe would assist in modeling the past and future potential cost of expanding this pension benefit. This type of information may be available from the U.S. Department of Defense, Defense Manpower Data Center, 4800 Mark Center DR, Alexandria VA 22350.

You may contact me directly at (360) 789-5886 or steveng@dva.wa.gov if you have any questions or if I may be of further assistance.

Sincerely,

A handwritten signature in black ink, appearing to read 'S. J. Gill', written in a cursive style.

Steven J. Gill, MPA
Veterans Services Administrator

cc: Jacob White, Senior Research & Policy Manager, LEOFF Plan 2 Retirement Board

White, Jacob (LEOFF)

From: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>
Sent: Monday, August 17, 2020 9:14 AM
To: Aslakson, Melinda
Subject: FW: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)
Attachments: 141ARW Award Data Call.pdf; 194WG Award Data Call.pdf

Melinda,

I was able to get the awards data for a five year period from the Washington Air National Guard. Each of the two Air National Guard members attached has about 1000 members. You can see the medals awarded and the deployment lengths.

Sincerely,
Nancy

Nancy A. Bickford
Intergovernmental Affairs and Policy Director Washington Military Department
253-512-7712 or 253-255-8620 (cell)
Nancy.bickford@mil.wa.gov

Email communications with state employees are public records and may be subject to disclosure, pursuant to Ch. 42.56 RCW.

-----Original Message-----

From: ABBOTT, PAIGE T Col USAF ANG 194 WG/DoS <paige.abbott@us.af.mil>
Sent: Thursday, August 13, 2020 3:55 PM
To: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>
Cc: ABBOTT, PAIGE T Col USAF ANG 194 WG/DoS <paige.abbott@us.af.mil>; BOYDSTON, DARLENE L CMSgt US Air Force ANG WAANG HQ/JFHQ <darlene.boydston.1@us.af.mil>
Subject: FW: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

Nancy,

WA ANG input to the Office of the state Actuary request for interruptive Military Service Credit Study.

V/R

PAIGE T. ABBOTT, Colonel, WA ANG
Director of Staff
Comm: 253-512-3353
DSN: 370-3353

*As of 9 June 2020 my email address has changed to Paige.abbott@us.af.mil

-----Original Message-----

From: BOYDSTON, DARLENE L CMSgt US Air Force ANG WAANG HQ/JFHQ <darlene.boydston.1@us.af.mil>
Sent: Thursday, August 13, 2020 2:44 PM

To: ABBOTT, PAIGE T Col USAF ANG 194 WG/DoS <paige.abbott@us.af.mil>
Subject: RE: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

Ma'am,

Apologize for the delay in compiling the requested data.

Since no parameters were given, the provided data is from the last five years, 2016-2020.

The data below is for the entire WA ANG, and attached is the data broken out by each wing.

1. The total number of medals awarded over a specified time period, or operation, on an annual basis categorized by campaign or expeditionary medal.

Calendar Year

2016 - 272 Expeditionary Medals awarded and 15 Campaign Medals awarded

2017 - 120 Expeditionary Medals awarded and 17 Campaign Medals awarded

2018 - 50 Expeditionary Medals awarded and 54 Campaign Medals awarded

2019 - 29 Expeditionary Medals awarded and 63 Campaign Medals awarded

2020 - 5 Expeditionary Medals awarded and 10 Campaign Medals awarded

****Last 5 year total: 476 Expeditionary Medals and 159 Campaign Medals awarded in the last 5 years**

2. Average length of deployment an individual served when they were awarded a campaign medal versus an expeditionary medal. For example, of the medals awarded in 2010, the average recipient spent eight months in conflict for the campaign medal and 12 months in conflict for the expeditionary medal.

Calendar Year

2016 - The average recipient spent 4.5 months in conflict for a campaign medal and 3 months in conflict for the expeditionary medal.

2017 - The average recipient spent 4.5 months in conflict for a campaign medal and 4 months in conflict for the expeditionary medal.

2018 - The average recipient spent 4.5 months in conflict for a campaign medal and 1.5 months in conflict for the expeditionary medal.

2019 - The average recipient spent 5 months in conflict for a campaign medal and 2.5 months in conflict for the expeditionary medal.

2020 - The average recipient spent 4.5 months in conflict for a campaign medal and 3.5 months in conflict for the expeditionary medal.

3. Comprehensive list of campaign and expeditionary medals that are available and criteria for receiving those.

Expeditionary Medal

1. Global War on Terrorism (GWOT) Expeditionary Medal -

For eligibility of the GWOT-E, individuals must have deployed abroad, on or after September 11, 2001 and a future date to be determined, for service in Operations Enduring Freedom or Operation Iraqi Freedom, and meet one of the following:

- . Assigned, attached, or mobilized to a unit participating in OEF/OIF and serving for 30 consecutive days or 60 nonconsecutive days (there is no time limit required for nonconsecutive days to be accumulated)
- . Be engaged in actual combat against the enemy and under circumstances involving grave danger or death or serious bodily injury from enemy action, regardless of time served in OEF/OIF
- . Killed, wounded or injured requiring medical evacuation from

Operations OEF/OIF

2. Armed Forces Service Medal -

This award, authorized by Executive Order 12985, Jan. 11, 1996, is awarded to members of the armed forces of the U.S. who, after June 1, 1992: (1) participate, or have participated, as members of U.S. military units, in a U.S. military operation that is deemed to be a significant activity by the Joint Chiefs of Staff; and (2) encounter no foreign armed opposition or imminent threat of hostile action.

3. Humanitarian Service Medal -

The number of eligible operations are too numerous to mention and have included a wide variety of services from the first operation of the Guyana Disaster Relief in Jonestown, Guyana in 1978 and have included disaster, flood, tornado, and earthquake relief work and snow removal work. Also included were Operation BOAT PEOPLE, Evacuation of Laos, Cuban Refugee Resettlement, Beirut Evacuation, Cholera Epidemic in Turk Islands and operations of humanitarian aid in the United States and every corner of the world.

Campaign Medal

1. Iraq Campaign Medal -

Eligibility for the ICM requires service members to have served in direct support of Operation Iraqi Freedom. The period of eligibility is on or after March 19, 2003, to a future date to be determined by the Secretary of Defense or the cessation of OIF.

Service members qualified for the Global War on Terrorism Expeditionary Medal by reasons of service between March 19, 2003 and Feb. 28, 2005, in an area for which the ICM was subsequently authorized, shall remain qualified for that medal. Upon application, any such service members may be awarded the ICM in lieu of the GWOT-E for such service. No service members shall be entitled to both medals for the same deployment, action, achievement, or period of service. Service members must have been assigned, attached, or mobilized to units operating in the area of eligibility for 30 consecutive days or for 60 non-consecutive days or meet one of the following criteria:

- . Be engaged in combat during an armed engagement, regardless of the time in the area of eligibility
- . While participating in an operation or on official duties, is wounded or injured and requires medical evacuation from the area of eligibility
- . While participating as a regularly assigned aircrew member flying sorties into, out of, within or over the area of eligibility in direct support of the military operations; each day of operations counts as one day of eligibility

2. Korean Defense Service Medal (KDSM) -

Individuals must have been assigned, attached, or mobilized to units operating or serving on all the land area of the Republic of Korea, and the contiguous waters out to 12 nautical miles, and all airspace above the stated land and water areas. To be eligible for the KDSM, personnel must have been physically present in the stated areas for 30 consecutive or 60 nonconsecutive days, or must meet one of the following:

- . Be engaged in actual combat during an armed engagement, regardless of the time in the areas of eligibility
- . Be killed, wounded, or injured in the line of duty and required medical evacuation from the area of eligibility
- . While participating as a regularly assigned aircrew member flying sorties into, out of, within, or over the area of eligibility in support of military operations. Each day that one or more sorties are flown in accordance with these criteria shall count as 1 day toward the 30 or 60 day requirement.

3. Inherent Resolve Campaign Medal -

The IRCM shall be awarded to each Service member who, on or after 15 June 2014, was permanently assigned, attached, or detailed for 30 consecutive or non-consecutive days to a unit operating in the area of eligibility, or who meets one of the following criteria regardless of time spent in the AOE:

- . Was engaged in combat during an armed engagement
- . While participating in an operation or on official duties was killed or wounded/injured and medically evacuated from the AOE The AOE encompasses the land area of the countries of Iraq and Syria, the contiguous waters of each extending out to 12 nautical miles, and the air space above the land area and contiguous waters. Aircrew members accrue one day of eligibility for each day they fly into, out of, within, or over the AOE. The IRCM is not authorized for foreign military personnel.

CAMPAIGNS AND INCLUSIVE DATES

Operation INHERENT Resolve June 15, 2014 - TBD Abeyance June 15, 2014 - November 24, 2015 Intensification November 25, 2015 - April 14, 2017 Defeat April 15, 2017 - TBD

4. Afghanistan Campaign Medal -

A) To be eligible for the Afghanistan Campaign Medal, a service member must be assigned or attached to a unit participating in Operation ENDURING FREEDOM for 30 consecutive days or 60 nonconsecutive days in Afghanistan or meet one of the following criteria:

- . Be engaged in actual combat against the enemy and under circumstances involving grave danger of death or serious bodily injury from enemy action, regardless of the time in Afghanistan.
- . While participating in Operation ENDURING FREEDOM or on official duties, regardless of time, is killed, wounded, or injured requiring medical evacuation from Afghanistan.
- . While participating as a regularly assigned aircrew member flying sorties into, out of, within, or over Afghanistan in direct support of Operation ENDURING FREEDOM; each day that one or more sorties are flown in accordance with these criteria shall count as one day towards the 30 consecutive or 60 nonconsecutive day requirement.

Service members who qualified for the Global War on Terrorism Expeditionary Medal by reason of service in Afghanistan between Oct. 24, 2001 and April 30, 2005 shall remain qualified for that medal. However, any service member who wishes to do so may be awarded the Afghanistan Campaign Medal in lieu of the Global War on Terrorism Expeditionary Medal for that timeframe of service. Additionally, any Army Soldier authorized the arrowhead device may be awarded the Afghanistan Campaign Medal with arrowhead device in lieu of the Global War on Terrorism Expeditionary Medal with arrowhead device.

No service member shall be entitled to both the Global War on Terror Expeditionary Medal and the Afghanistan Campaign Medal for the same act, achievement, or period of service. Only one award of the Afghanistan Campaign Medal may be authorized for any individual.

4. Remote Combat Effects Campaign Medal -

The medal is awarded to Air Force military members who, on or after Sept.

11, 2001, distinguished themselves by direct participation in a DOD combat operation, under the following conditions:

- . Was assigned or attached to a unit directly supporting a DOD combat operation as approved by the Chief of Staff of the Air Force,
- . Was serving in a remotely piloted aircraft; cyber; space; or Intelligence, Surveillance and Reconnaissance career field,
- . Personally provided hands-on employment of a weapon system that had direct and immediate impact on a named combat operation ("hands-on" defined as employment of a weapons system, including remote employment, or other activities that had a direct, immediate and on-site effect on the outcome of an engagement or similar operation), and
- . Was not physically exposed to hostile actions or at risk of exposure to hostile action.

Airmen will wear the first Remote Combat Effects Campaign Medal awarded and will wear a bronze service star for any subsequent medal awarded to recognize each qualifying DOD combat operation in which the Airman participated for one or more days.

*If any further information and/or clarification is needed, please let me know.

V/r

CMSgt Boydston

-----Original Message-----

From: ABBOTT, PAIGE T Col USAF ANG 194 WG/DoS <paige.abbott@us.af.mil>

Sent: Tuesday, July 28, 2020 2:48 PM

To: BOYDSTON, DARLENE L CMSgt US Air Force ANG WAANG HQ/JFHQ <darlene.boydston.1@us.af.mil>

Cc: ABBOTT, PAIGE T Col USAF ANG 194 WG/DoS <paige.abbott@us.af.mil>

Subject: FW: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

Chief,

Per our conversation, the attachment is a data request from the office of the State Actuary (WA). In the attachment at the end of page 1 and beginning of page 2 are the 3-4 questions which the actuary office needs data for. Lt Col Blanco (G1) has provided the ARNG response to the question, and I recommend that the ANG follows as close to suit as possible.

I acknowledge that ANG may have limited or different data available due to difference in administrative systems.

Suspense back to Nany Bickford is 10 August.

If I could get ANG data by Friday, 7 August, that would work. State POC for follow on questions is Nancy Bickford (her contact info is below.

Let me know how I can assist.

PAIGE T. ABBOTT, Colonel, WA ANG

Director of Staff

Comm: 253-512-3353

DSN: 370-3353

*As of 9 June 2020 my email address has changed to Paige.abbott@us.af.mil

-----Original Message-----

From: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>

Sent: Tuesday, July 28, 2020 12:01 PM

To: Abbott, Paige T Col USAF (USA) <paige.t.abbott.mil@mail.mil>

Subject: FW: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

Col Abbott,

Would the ANG systems be able to give me this type of information so I could forward to the study?

Sincerely,
Nancy

Nancy A. Bickford

Intergovernmental Affairs and Policy Director Washington Military Department

253-512-7712 or 253-255-8620 (cell)

Nancy.bickford@mil.wa.gov

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-----Original Message-----

From: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil>

Sent: Tuesday, July 28, 2020 11:56 AM

To: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>

Subject: RE: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

CLASSIFICATION: UNCLASSIFIED

Yes Ma'am. See below. They are in the body of this email.

Respectfully,

Jon

JONATHAN P. BEDDALL

COL, IN

Chief of Staff

WAARNG

NGWA-Z

Work: 253-512-8210

Government Mobile: 253-330-0574

iPhone: 509-721-0079

-----Original Message-----

From: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>

Sent: Tuesday, July 28, 2020 09:54

To: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil>

Subject: RE: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

All active links contained in this email were disabled. Please verify the identity of the sender, and confirm the authenticity of all links contained within the message prior to copying and pasting the address to a Web browser.

Could I get the numbers for us then please that you have in our system?

Nancy A. Bickford

Intergovernmental Affairs and Policy Director Washington Military Department

253-512-7712 or 253-255-8620 (cell)

Nancy.bickford@mil.wa.gov

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-----Original Message-----

From: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil>

Sent: Tuesday, July 28, 2020 9:47 AM

To: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>

Subject: RE: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

CLASSIFICATION: UNCLASSIFIED

No. Just what we have in our systems.

Respectfully,

Jon

JONATHAN P. BEDDALL

COL, IN

Chief of Staff

WAARNG

NGWA-Z

Work: 253-512-8210

Government Mobile: 253-330-0574

iPhone: 509-721-0079

-----Original Message-----

From: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>

Sent: Tuesday, July 28, 2020 07:56

To: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil>

Cc: Brewer, Daniel N COL USARMY NG WAARNG (USA) <daniel.n.brewer.mil@mail.mil>

Subject: RE: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

All active links contained in this email were disabled. Please verify the identity of the sender, and confirm the authenticity of all links contained within the message prior to copying and pasting the address to a Web browser.

Thank you! -- are they able to get the # of medals awarded either through NGB or the Defense Manpower Data Center?

Sincerely,

Nancy

Nancy A. Bickford

Intergovernmental Affairs and Policy Director Washington Military Department
253-512-7712 or 253-255-8620 (cell)
Nancy.bickford@mil.wa.gov

Email communications with state employees are public records and may be subject to disclosure, pursuant to Ch. 42.56 RCW.

-----Original Message-----

From: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil>
Sent: Tuesday, July 28, 2020 7:22 AM
To: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>
Cc: daniel.n.brewer.mil <daniel.n.brewer.mil@mail.mil>
Subject: FW: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

CLASSIFICATION: UNCLASSIFIED

Ma'am,

Here is the requested data for the query on campaign medals from the WAARNG.

Respectfully,

Jon

JONATHAN P. BEDDALL
COL, IN
Chief of Staff

WAARNG
NGWA-Z

Work: 253-512-8210
Government Mobile: 253-330-0574
iPhone: 509-721-0079

-----Original Message-----

From: Blanco, Christopher A LTC USARMY NG WAARNG (USA) <christopher.a.blanco3.mil@mail.mil>
Sent: Friday, July 24, 2020 11:28
To: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil>
Cc: Braddock, Matthew Joel LTC USARMY NG WAARNG (USA) <matthew.j.braddock2.mil@mail.mil>; Dean, David M CW4 USARMY NG WAARNG (USA) <david.m.dean14.mil@mail.mil>; Zaharevich, Nicholas J MAJ USARMY NG WAARNG (USA) <nicholas.j.zaharevich.mil@mail.mil>
Subject: RE: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

Sir,

Here is the data the G1 can provide from the WA Army Guard.

Q: The total number of medals awarded over a specified time period, or operation, on an annual basis categorized by campaign or expeditionary medal. For example, in 2010 there were 1,000 campaign medals and 1,500 expeditionary medals awarded.

A: The data currently available in our database gives us the total number of awards per Soldier. If an individual Soldier received multiple awards there is no way to pull aggregate data based on past deployments or service.

Afghanistan Campaign Medal - 690

Antarctica Service Medal - 25

Armed Forces Expeditionary Medal - 85

Armed Forces Service Medal - 95

Armed Forces Reserve Medal - 1650

Global War On Terrorism Expeditionary Medal - 906 Global War On Terrorism Service Medal - 2306 Humanitarian Service Medal - 869 Inherent Resolve Campaign Medal - 129 Iraq Campaign Medal - 1148 Korea Defense Service Medal - 253 Kosovo Campaign Medal - 28 Military Outstanding Volunteer Service Medal - 75 National Defense Service Medal - all personnel who've served since 11 September 2001 Prisoner of War Medal - 0 Southwest Asia Service Medal - 24

Q: Average length of deployment an individual served when they were awarded a campaign medal versus an expeditionary medal. For example, of the medals awarded in 2010, the average recipient spent eight months in conflict for the campaign medal and 12 months in conflict for the expeditionary medal.

A: The average deployment length for a campaign medal verses an expeditionary medal is not relevant unless the criteria specify. The geographic location and date of the deployment generally determines which medal is authorize for wear. For example, a Soldier who serves at least 30 consecutive days between 19 March 2003 and 31 December 2011 in Iraq is authorized the Iraq Campaign Medal. Beginning 15 June 2014 all Soldiers who serve in Iraq are now authorized the Inherent Resolve Campaign Medal.

Alternatively, there are a myriad of locations and named operations where there is no campaign medal authorized, however the Global War on Terrorism Expeditionary Medal may be.

Q: Comprehensive list of campaign and expeditionary medals that are available and criteria for receiving those.

A: The comprehensive list of campaign and expeditionary medals available and criteria are listed in DoD Manual 1348.33, Volume 2, Manual of Military Decorations and Awards: DoD Service Awards - Campaign, Expeditionary, and Service Medals. Below are the list of medals, but the criteria vary for each.

Afghanistan Campaign Medal

Antarctica Service Medal

Armed Forces Expeditionary Medal

Armed Forces Service Medal

Armed Forces Reserve Medal

Global War On Terrorism Expeditionary Medal Global War On Terrorism Service Medal Humanitarian Service Medal

Inherent Resolve Campaign Medal Iraq Campaign Medal Korea Defense Service Medal Kosovo Campaign Medal Military Outstanding Volunteer Service Medal National Defense Service Medal Prisoner of War Medal Southwest Asia Service Medal

I hope this helps.

R1

-----Original Message-----

From: Beddall, J P COL USARMY NG WAARNG (USA)

Sent: Thursday, July 23, 2020 2:34 PM

To: Blanco, Christopher A LTC USARMY NG WAARNG (USA) <christopher.a.blanco3.mil@mail.mil>

Cc: Braddock, Matthew Joel LTC USARMY NG WAARNG (USA) <matthew.j.braddock2.mil@mail.mil>; Dean, David M CW4 USARMY NG WAARNG (USA) <david.m.dean14.mil@mail.mil>

Subject: FW: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

CLASSIFICATION: UNCLASSIFIED

Gents,

Where are we on this?

Respectfully,

Jon

JONATHAN P. BEDDALL

COL, IN

Chief of Staff

WAARNG

NGWA-Z

Work: 253-512-8210

Government Mobile: 253-330-0574

iPhone: 509-721-0079

From: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov>

Sent: Thursday, July 23, 2020 14:20

To: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil>; Abbott, Paige T Col USAF (USA) <paige.t.abbott.mil@mail.mil>; Brewer, Daniel N COL USARMY NG WAARNG (USA) <daniel.n.brewer.mil@mail.mil>
Subject: RE: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

All active links contained in this email were disabled. Please verify the identity of the sender, and confirm the authenticity of all links contained within the message prior to copying and pasting the address to a Web browser.

Just checking to see if any research has been completed? I contacted the Defense Manpower Data Center a couple weeks ago and have received no response. Probably because I do not have a mail.mil email address, but I anticipate NGB and/or the A1/G1 can inquiry to the Defense Manpower Data Center.

Nancy A. Bickford

Intergovernmental Affairs and Policy Director

Washington Military Department

253-512-7712 or 253-255-8620 (cell)

Nancy.bickford@mil.wa.gov <Caution-Caution-mailto:Nancy.bickford@mil.wa.gov>

Email communications with state employees are public records and may be subject to disclosure, pursuant to Ch. 42.56 RCW.

From: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil <Caution-Caution-mailto:jonathan.p.beddall.mil@mail.mil> >

Sent: Monday, July 13, 2020 2:54 PM

To: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov <Caution-Caution-mailto:Nancy.Bickford@mil.wa.gov> >; Blanco, Christopher A LTC USARMY NG WAARNG (USA) <christopher.a.blanco3.mil@mail.mil <Caution-Caution-mailto:christopher.a.blanco3.mil@mail.mil> >; daniel.n.brewer.mil <daniel.n.brewer.mil@mail.mil <Caution-Caution-mailto:daniel.n.brewer.mil@mail.mil> >; anthony.t.lieggi.civ <anthony.t.lieggi.civ@mail.mil <Caution-Caution-mailto:anthony.t.lieggi.civ@mail.mil> >; paige.t.abbott.mil <paige.t.abbott.mil@mail.mil <Caution-Caution-mailto:paige.t.abbott.mil@mail.mil> >

Subject: RE: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study (UNCLASSIFIED)

CLASSIFICATION: UNCLASSIFIED

Ma'am,

I asked the G1 to pull the data from our IPPS-A system on the Army side.

Should not be too difficult.

However, depending on the award, we MAY not be able to compile the data by year. Not all awards are annotated with a period/date. Seems unusual, but that's how it is. We simply mark that the Soldier is qualified or has earned the campaign credit.

Respectfully,

Jon

JONATHAN P. BEDDALL

COL, IN

Chief of Staff

WAARNG

NGWA-Z

Work: 253-512-8210

Government Mobile: 253-330-0574

iPhone: 509-721-0079

From: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov < Caution-Caution-Caution-mailto:Nancy.Bickford@mil.wa.gov
<Caution-Caution-mailto:Nancy.Bickford@mil.wa.gov %3c Caution-Caution-Caution-mailto:Nancy.Bickford@mil.wa.gov > > >
Sent: Sunday, July 12, 2020 12:49
To: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil < Caution-Caution-Caution-mailto:jonathan.p.beddall.mil@mail.mil
<Caution-Caution-mailto:jonathan.p.beddall.mil@mail.mil %3c Caution-Caution-Caution-mailto:jonathan.p.beddall.mil@mail.mil > > >; Blanco, Christopher A LTC USARMY NG WAARNG (USA) <christopher.a.blanco3.mil@mail.mil < Caution-Caution-Caution-mailto:christopher.a.blanco3.mil@mail.mil
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Subject: Re: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study

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Federal

From the letter it looks like all of them

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From: Beddall, J P COL USARMY NG WAARNG (USA) <jonathan.p.beddall.mil@mail.mil < Caution-Caution-Caution-mailto:jonathan.p.beddall.mil@mail.mil
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Sent: Sunday, July 12, 2020 11:51:29 AM
To: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov < Caution-Caution-Caution-mailto:Nancy.Bickford@mil.wa.gov
<Caution-Caution-mailto:Nancy.Bickford@mil.wa.gov %3c Caution-Caution-Caution-mailto:Nancy.Bickford@mil.wa.gov > > >; Blanco, Christopher A LTC USARMY NG WAARNG (USA) <christopher.a.blanco3.mil@mail.mil < Caution-Caution-Caution-mailto:christopher.a.blanco3.mil@mail.mil
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Subject: Re: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study

Nancy,

Which medals? State or Federal?

On the Federal side, do we include medals issued by WANG only or those also issued to our Soldiers under separate commands?

For example, the Inherent Resolve Medal is not issued by the WANG, but is issued to our Soldiers/Airmen participating in the operation by the headquarters they were assigned to while deployed.

Secondly, what year or years do you need?

JONATHAN P. BEDDALL

COL, IN

15

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Subject: [Non-DoD Source] Fwd: Data Request: Interruptive Military Service Credit Study

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Good morning

I need help answering this.

Sincerely

Nancy

Get Outlook for iOS <

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<https://gcc02.safelinks.protection.outlook.com/?url=https%3A%2F%2Faka.ms%2Fo0ukef&data=02%7C01%7CMelinda.Aslakson%40leg.wa.gov%7C2e6d9a8d8a1941ca789808d842c88927%7C848b0e6c94894d83b31e4fde99732b09%7C0%7C0%7C637332776504631792&sdata=mVAWICePdgyZ%2FEa4ocA81WP9uVw4V3X3w6DcWzs7VCU%3D&reserved=0>

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From: Office State Actuary, WA <State.Actuary@leg.wa.gov < Caution-Caution-Caution-mailto:State.Actuary@leg.wa.gov

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Sent: Friday, July 10, 2020 12:33:02 PM
To: Bickford, Nancy (MIL) <Nancy.Bickford@mil.wa.gov < Caution-Caution-Caution-mailto:Nancy.Bickford@mil.wa.gov
<Caution-Caution-mailto:Nancy.Bickford@mil.wa.gov %3c Caution-Caution-Cautio n-mailto:Nancy.B ickford@mil.wa.g
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>
Subject: Data Request: Interruptive Military Service Credit Study

Please see attached.

Office of the State Actuary

P.O. Box 40914

Olympia, Washington 98504-0914

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Fax 360.586.8135

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This e-mail, related attachments, and any response may be subject to public disclosure under state law (Chapter 42.56 RCW).

CLASSIFICATION: UNCLASSIFIED

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**DEPARTMENT OF DEFENSE
FREEDOM OF INFORMATION DIVISION
1155 DEFENSE PENTAGON
WASHINGTON, DC 20301-1155**

Ref: 20-F-0466
October 9, 2020

Mr. Jacob White
Law Enforcement Officers' and Fire Fjghters' Plan 2 Retirement Board
P.O. Box 40918
Olympia, WA 98504

Dear Mr. White:

This is a final response to your December 20, 2019 Freedom of Information Act (FOIA) request, a copy of which is enclosed for your convenience. We received your request on January 3, 2020, and assigned it case number 20-F-0466. We ask that you use this number when referring to your request.

The Defense Manpower Data Center (DMDC), a component of the Office of the Secretary of Defense (OSD), conducted a search of their records systems and provided the enclosed document. Mrs. Jennifer L. Walker, Division Director, IT Governance, in her capacity as the Initial Denial Authority for DMDC, has determined this one page document to be responsive to your request and appropriate for release in its entirety, without excision.

This constitutes a full grant of your request and closes your case file in this office. There are no assessable fees associated with this response.

If you have any questions or concerns about the foregoing or about the processing of your request, please do not hesitate to contact Xavier Salame at xavier.p.salame.ctr@mail.mil or 571-372-0419. Our FOIA Public Liaison is also available to assist you and may be reached at 571-372-0464

Sincerely,

for Pamela Andrews
Stephanie L. Carr
Chief

Enclosures:
As stated



STATE OF WASHINGTON

**LAW ENFORCEMENT OFFICERS' AND FIRE FIGHTERS'
PLAN 2 RETIREMENT BOARD**

P.O. Box 40918 • Olympia, Washington 98504-0918 • (360) 586-2320 • FAX (360) 586-2329

12/20/2019

FOIA Requester Service Center
Defense Freedom of Information Division
1155 Defense Pentagon
Washington, DC 20301-1155

Dear FOIA Officer:

This is a request under the Freedom of Information Act (5 U.S.C. § 552).

I request that a copy of the following document(s) be provided to me: the total number of Campaign Medals awarded each year and the total number of Expeditionary Medals awarded each year. If possible I would like the data for each year going back to 2001.

I am not looking for any data on the individuals who were awarded the medals, just the rolled up total number who received the medals.

In order to help you determine my status for the purpose of assessing fees, you should know that I work for a state agency with the State of Washington, the Law Enforcement Officers' and Fire Fighters Plan 2 Retirement Board, and that this data is needed to assist with determining the potential cost of expanding a pension benefit to our members with military service. The current benefit is awarded for members with Campaign Medals and there is consideration to extend the benefit to those who have received Expeditionary Medals.

My phone number is (360) 586-2327, I can be contacted if necessary to discuss any aspect of my request.

Sincerely,

Jacob White
PO Box 40918
Olympia, WA 98504

Campaign and Expeditionary Medals Awarded Between 2001 and 2019

Data as of: End of December 2019

Source: Workforce Transaction File

Award Year	Armed Forces Expeditionary Medal	Kosovo Campaign Medal	Afghanistan Campaign Medal
2001	3,949	1,103	102
2002	2,489	711	504
2003	2,492	597	629
2004	2,368	1,004	839
2005	1,292	667	1,985
2006	875	736	2,302
2007	754	890	2,815
2008	678	966	9,106
2009	682	1,113	8,844
2010	705	1,431	14,911
2011	686	653	23,176
2012	713	1,411	30,871
2013	554	944	33,728
2014	734	519	26,952
2015	996	374	19,596
2016	1,640	462	19,738
2017	966	303	18,666
2018	1,360	302	25,256
2019	998	306	16,698
TOTAL	24,931	14,492	256,718

Produced by the Defense Manpower Data Center on January 27, 2020.

For FOIA case number 20-F-0466

DRS #133677

Iraq Campaign Medal	Global War on Terrorism Expeditionary Medal	Navy Expeditionary Medal
71	281	45
91	869	28
3,237	4,662	32
5,158	17,277	38
13,000	29,918	46
14,217	8,414	39
13,297	6,498	33
32,775	7,443	24
26,834	8,657	51
30,020	9,822	53
22,476	15,371	34
11,392	15,987	46
5,348	19,043	37
4,354	20,980	30
4,138	35,718	22
4,504	26,140	21
3,509	47,606	24
2,239	30,499	27
1,789	22,876	25
198,449	328,061	655

Marine Corps Expeditionary Medal	TOTAL
0	5,551
0	4,692
1	11,650
0	26,684
0	46,908
0	26,583
0	24,287
0	50,992
0	46,181
0	56,942
0	62,396
0	60,420
1	59,655
1	53,570
1	60,845
0	52,505
0	71,074
0	59,683
0	42,692
4	823,310

STATE OF WASHINGTON
LAW ENFORCEMENT OFFICERS' AND FIRE FIGHTERS'
PLAN 2 RETIREMENT BOARD

P.O. Box 40918 • Olympia, Washington 98504-0918 • (360) 586-2320 • FAX (360) 586-2329

October 13, 2020

Senator Mark Schoesler, Chair
Select Committee on Pension Policy
P.O. Box 40914
Olympia, WA 98504-0914

Re: SHB 2544 – Interruptive Military Service Credit Study

Dear Mr. Chair and Members of the Select Committee on Pension Policy:

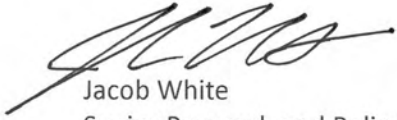
Substitute House Bill 2544 (2020) requires the LEOFF Plan 2 Board ("Board") and Select Committee on Pension Policy ("SCPP") to study interruptive military service credit, in particular the cost of expanding No-Cost (fully subsidized) Interruptive Military Service Credit to members who received an expeditionary medal but not a campaign medal. Furthermore, SHB 2544 requires the Board and SCPP to share their preliminary recommendations to each other prior to October 30, 2020, "[t]o encourage consistency among the treatment of military service among the Washington state retirement systems [...]." The final reports containing recommendations and analysis of the potential cost of those recommendations are due to the legislature by January 2, 2021.

Last year the Board sponsored legislation simplifying the definition of "Period of War" for purposes of determining eligibility of No-Cost Interruptive Military Service Credit. The Board considered legislation to expand this benefit to members who had earned a lower tier of medal (expeditionary medals) for their interruptive military service. At that time, the Board was unable to identify the cost of expanding the benefit. Therefore, the Board decided it was not comfortable supporting expanding the benefit without knowing the cost of doing so. Specifically, the Board was concerned about the relatively large number of plan members who potentially earned Global War on Terrorism expeditionary medals, and the cost impact to expand No-Cost Interruptive Military Service Credit to those members.

To complete the study required by SHB 2544, Board staff are working closely with staff to the SCPP to research and gather data and other information to identify the potential costs of expanding No-Cost Interruptive Military Service Credit. At the September Board meeting, the Board received an initial briefing on the progress of the study (see enclosed). During that meeting the potential costs of expanding the benefit had not yet been identified. The October Board meeting is a strategic planning meeting; therefore, the Board will receive follow-up presentations on the study at the November Board meeting and if necessary, at the December Board meeting. Board staff, as always, will be available at SCPP Meetings to provide updates on the Board's study and answer any of your questions.

The Board appreciates the opportunity to partner with the SCPP on this complex and important issue.

Sincerely,

A handwritten signature in black ink, appearing to read 'J White', with a long horizontal stroke extending to the right.

Jacob White
Senior Research and Policy Manager
LEOFF Plan 2 Retirement Board

Enclosure: LEOFF Plan 2 Board Initial Report, September 23, 2020

Select Committee on Pension Policy

P.O. Box 40914
Olympia, WA 98504-0914
state.actuary@leg.wa.gov

October 29, 2020

Dennis Lawson, Chair
LEOFF Plan 2 Retirement Board
P.O. Box 40918

Olympia, WA 98504-0918

Sent via email only: leoff.reception@leoff.wa.gov

RE: SHB 2544 INTERRUPTIVE MILITARY SERVICE CREDIT STUDY

Chair Lawson and Members of the LEOFF 2 Board,

Substitute House Bill (SHB) 2544 as passed by the Legislature in the 2020 Regular Session requires the Select Committee on Pension Policy (SCPP) and the Law Enforcement and Fire Fighters' (LEOFF) Plan 2 Retirement Board (the Board) to study interruptive military service credit. In particular, the study is to explore the cost of expanding fully subsidized interruptive military service credit to members who receive an expeditionary medal, but not a campaign medal. Furthermore, "To encourage consistency among the treatment of military service among the Washington state retirement systems..." the SCPP and the Board must communicate their preliminary recommendations to each other prior to October 30, 2020.

Staff to the SCPP and the Board have been coordinating closely on the study to research, gather data, and identify the cost impacts of a benefit expansion. The SCPP was briefed on policy options at the September and October meetings. However, the SCPP has no preliminary recommendations to share at this time and will continue to study this issue.

The policy options below have been identified. Further consideration will be given by the SCPP at the November 17 meeting, giving weight to discussions that occur at the Board meeting on November 9.

- ❖ Expand fully subsidized interruptive military service credit benefits to individuals who received an expeditionary medal. If this option were pursued it could be prospective only. It could also include

John Boesenberg
PERS/Higher Ed Employers

Senator John Braun

Senator Steve Conway

Annette Creekpau
PERS Employers

Randy Davis
TRS Actives

***Representative Joe Fitzgibbon, Vice Chair**

Vacant
PERS Employers

***Tracy Guerin, Director**
Department of Retirement Systems

***Bev Hermanson**
PERS Retirees

Senator Steve Hobbs

Leanne Kunze
PERS Actives

Anthony Murrietta
PERS Actives

***Byron Olson**
PERS Employers

Representative Timm Ormsby

***Senator Mark Schoesler, Chair**

David Schumacher, Director
Office of Financial Management

Mark Soper
WSPRS Retirees

Representative Drew Stokesbary

***J. Pat Thompson**
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Representative Mike Volz

**Executive Committee*

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retroactive benefits that would apply to active members and retirees of the state's pension system. Other variations could be developed.

- ❖ Maintain current policy and not pursue an expansion of fully subsidized interruptive military service credit to individuals who received an expeditionary medal.

The SCPP appreciates the continued coordination and partnership with the Board on this complex issue.

Sincerely,



Melinda Aslakson, Policy Analyst
Office of the State Actuary, Staff to the SCPP

cc: Senator Mark Schoesler, Chair
Select Committee on Pension Policy
Representative Joe Fitzgibbon, Vice Chair
Select Committee on Pension Policy
Jacob White, Senior Research and Policy Manager
LEOFF Plan 2 Retirement Board



Office of the State Actuary

“Supporting financial security for generations.”

December 7, 2020

TO: Select Committee on Pension Policy (SCPP) Members
Law Enforcement Officers’ and Fire Fighters’ Retirement System (LEOFF)
 Plan 2 Board Staff

FROM: Michael T. Harbour, ASA, MAAA, Office of the State Actuary

Subject: Actuarial Analysis Summary on Expeditionary Medals

As directed by the 2020 Washington State Legislature under [Substitute House Bill \(SHB\) 2544](#), the Office of the State Actuary (OSA) has collected pertinent data, performed actuarial analysis, and estimated the pension costs associated with providing fully subsidized interruptive military service credit for members of the Department of Retirement Systems (DRS) plans who earn an Expeditionary medal while serving in the line-of-duty. This letter is intended to compile all of the actuarial work that has been completed during the 2020 Interim in collaboration with the SCPP and LEOFF 2 Board.

The remainder of this letter is comprised of the following sections:

- ❖ An *Executive Summary*, which highlights the key actuarial takeaways from the study;
- ❖ Several pages dedicated to *Data and Analysis*, detailing the information collected from the government agencies named in the study proviso, and how we utilized it to establish the assumptions we selected for this actuarial pricing;
- ❖ Our *Actuarial Results* section outlines the methods employed to estimate the pension costs associated with this benefit, as well as the resulting contribution rate and budget impacts shared at the October SCPP meeting;
- ❖ Finally, we share some *Other Considerations* that may be of interest, including the potential impact of data we recently received from the Department of Defense (DoD); along with some standard *Actuarial Disclosures*.

We caution that the analysis shown in this communication should be read as a whole; distribution of, or reliance on, only parts of this letter could result in its misuse and may mislead others. **Please don’t hesitate to seek our guidance if we can be of further assistance** should you decide to move forward with a proposal.



Executive Summary

Based upon data from DRS and the Washington State Military Department, we assumed a one-to-one relationship between the amount of service credit provided for Expeditionary and Campaign medals. Using this assumption, we estimated that providing interruptive military service credit to all members who earn an Expeditionary medal, both past and future, would likely result in a 25-year total employer cost of \$15-20 million.

- ❖ These costs include providing benefits for both Prospective and Retroactive service, with the former component comprising less than 10 percent of the total.
- ❖ In terms of the impact to contribution rates, overall, we expect that a rounded impact of 0.01 percent or greater may occur only in LEOFF 2 and the Washington State Patrol Retirement System (WSPRS).
- ❖ For context, the Funded Status of each plan would correspondingly decrease by 0.1 percent or less for both components combined.

It's also important to note that we received limited data on how much service credit might be received for each type of medal. Based upon the circumstances under which Expeditionary vs. Campaign medals are earned, we think the estimated costs could also be lower since service rendered for Expeditionary medals may be less than Campaigns.

Since we completed our original analysis, we received additional data from the DoD which suggests our one-to-one assumption remains reasonable; however, it also indicates that Expeditionary medals have been **granted at a higher rate in the early 2000's**. As a result, we believe the Prospective cost estimate continues to be reasonable, but the Retroactive costs could be larger than initially anticipated.

For additional detail on the highlights presented in this section, please see the remainder of this communication.

Data and Analysis

Under current law, members are eligible to receive partially subsidized interruptive military service credit if they earn an Expeditionary, Service, or Reserve medal. We recognize that many may not elect this benefit because they are required to pay missed pension contributions. That said, we believe the partially subsidized counts can serve as a proxy for how Expeditionary medal counts have been changing over time.

On July 13, 2020, DRS provided updated data on the amount of fully and partially subsidized service credit awarded in the past; **we've summarized this information in** terms of headcounts by year in the following table. Upon review of this data, we confirmed that it is substantially similar to the data we received when preparing our actuarial analysis for SHB 2544.



Overall, the data indicates that fully subsidized counts for Campaign medals have been decreasing over the last decade. On the other hand, partially subsidized counts have been increasing, thus implying that Expeditionary medal counts have likely been increasing as well.

(Please note that the tables presented in this section of the letter are identical to those we shared with the SCPP at their October meeting.)

DRS Data		
Year	Fully Subsidized	Partially Subsidized
2011	107	2
2012	52	1
2013	136	0
2014	105	4
2015	103	6
2016	60	18
2017	50	14
2018	31	32
2019	46	26
2020*	19	11
Average		
10-Year	70.9	11.4
5-Year	41.2	20.2
Ratio**	1.72	0.56

*Does not represent a full year.

**Ratio of the 10-year average to the 5-year average.

The Washington State Military Department provided National Guard data on the number of Expeditionary and Campaign medals awarded over various time periods, as shown in the following two tables.

Army National Guard			
Campaign Medals	Afghanistan (2001-2014)	690	1,995
	Inherent Resolve (2014 to present)	129	
	Iraq (2003-2014)	1,148	
	Kosovo (1998-1999)	28	
Expeditionary Medals	Armed Forces (N/A)	85	991
	Global War on Terrorism (2011 to present)	906	
Ratio			0.5

Note: Years in parentheses added by OSA.

Based upon the Army National Guard information, our initial understanding of this data suggested that Expeditionary medals were mostly a more recent phenomena; i.e., The Global War on Terrorism. We did not rely on the Army data for any other purpose due to limitations with how the information was reported to us.



Air National Guard		
	Campaign Medals	Expeditionary Medals
2016	15	272
2017	17	120
2018	54	50
2019	63	29
2020	10	5
Total	159	476
	Ratio	2.99

Comparatively, actual experience for the Air National Guard data may be skewed by the short-term window. For purposes of developing an assumed relationship between Expeditionary and Campaign medals, we utilized the DRS counts to normalize the Air National Guard data by taking a ratio of the 10-year average to the 5-year average for fully and partially subsidized figures, and applying it to the totals in the table above. This resulted in a modified ratio of 0.98 for Expeditionary-to-Campaign medals.

Based upon this analysis, we assumed service credit provided for Expeditionary medals would be similar to Campaign medals over the long-term. Please see **OSA's** [presentation](#) to the SSCP in October for additional details.

Actuarial Results

Based upon the high-level assumption identified above, we expect the cost of providing fully subsidized interruptive military service credit for Expeditionary medals is immaterial for the **Public Employees' Retirement** System (PERS) Plan 1, the **Teachers' Retirement** System (TRS) Plans 1/2/3, the **School Employees' Retirement** System (SERS) Plans 2/3, and LEOFF Plan 1.

For all other systems and plans, we expect:

- ❖ The Prospective costs (for Expeditionary medals awarded in the future) will mirror those from SHB 2544 that we identified for Campaign medals.
- ❖ The Retroactive costs (for Expeditionary medals awarded in the past) to be similar to the liabilities already captured in our current valuation for Campaign medal service awarded previously. We anticipate this estimate includes the cost for actives, retirees, and any refunds.

The following sub-sections outline how we arrived at the separate Prospective and Retroactive cost estimates.



Prospective

For this cost estimate, please see our actuarial fiscal note on SHB 2544 for all relevant disclosures related to the contribution rate and budget impact tables from that communication (as shown below).

Impact on Contribution Rates				
System/Plan	PERS 2/3 Current	PSERS 2 Members	LEOFF 2	WSPRS 1/2
Employee (Plans 1/2)	0.0002%	0.0001%	0.0013%	0.0053%
Employer	0.0002%	0.0001%	0.0008%	0.0053%
State			0.0005%	

25-Year Budget Impacts					
(Dollars in Millions)	PERS	PSERS	LEOFF	WSPRS	Total
2020-2045					
General Fund	\$0.1	\$0.0	\$0.3	\$0.0	\$0.4
Non-General Fund	0.1	0.0	0.0	0.1	0.3
Total State	\$0.2	\$0.0	\$0.3	\$0.2	\$0.6
Local Government	0.2	0.0	0.4	0.0	0.7
Total Employer	\$0.4	\$0.0	\$0.7	\$0.2	\$1.3
Total Employee	\$0.3	\$0.0	\$0.7	\$0.2	\$1.2

Note: Totals may not agree due to rounding.

Please note that actual levels of Expeditionary medals granted in the future may vary from what we assume. For example, if costs quadrupled, then the contribution rate impact in LEOFF 2 would result in a rounded 0.01 percent increase; if costs tripled, then the contribution rate impact in WSPRS would result in a rounded 0.02 percent increase.

We've included these results because we assume the assumptions and methods used would be consistent for any new analysis. If this Prospective component is included in a bill during the 2021 Legislative Session, we would update this analysis based upon the most recent DRS data and our latest valuation which includes new demographic assumptions, the [June 30, 2019 Actuarial Valuation Report](#) (AVR).

Retroactive

For this cost estimate, we used the following methods:

- ❖ Our initial understanding was that Expeditionary medals have mostly been granted since 2011 (based upon Washington State National Guard data), so we estimated the value of the fully subsidized service credit previously given for Campaign medals over that period.
- We calculated a liability per year of service by taking the total active liability for each plan (from the 2019 AVR) and dividing by total plan service credit. This amount was then multiplied by the fully subsidized service credit granted for Campaign medals.



- ❖ The Retroactive cost estimate we developed is based on the assumption that the same level of fully subsidized Expeditionary medal service credit would develop as what was observed for Campaign medals. We anticipate a limited number of members (who earned an Expeditionary medal in the past) will emerge from the current population who received partially subsidized service credit; this **implies we're assuming** a vast majority did not apply for interruptive military service credit.
- We also recognize that some historical fully subsidized service credit may be attributable to retirees; our simplified methods **don't allow us to distinguish between these groups, but we don't** anticipate the difference in cost to be significant to the overall Retroactive cost estimate.

Impact on Contribution Rates				
System/Plan	PERS 2/3	PSERS 2	LEOFF 2	WSPRS 1/2
	Current Members			
Employee (Plans 1/2)	0.003%	0.004%	0.019%	0.099%
Employer	0.003%	0.004%	0.012%	0.099%
State			0.008%	

25-Year Budget Impacts					
(Dollars in Millions)	PERS	PSERS	LEOFF	WSPRS	Total
2021-2046					
General Fund	\$1	\$0	\$4	\$0	\$5
Non-General Fund	1	0	0	2	3
Total State	\$2	\$0	\$4	\$2	\$8
Local Government	2	0	5	0	8
Total Employer	\$5	\$0	\$9	\$2	\$16
Total Employee	\$4	\$0	\$9	\$2	\$15

Note: Totals may not agree due to rounding.

We assumed an effective date of 90 days after the 2021 Legislative Session for purposes of preparing this Retroactive cost estimate. If a bill is introduced during the 2021 Legislative Session that includes this component, the results presented in a fiscal note may vary from this cost estimate.

Other Considerations

By definition, **Expeditionary medals tend to materialize as part of** “small scale and/or short-duration combat operations”; **whereas Campaign medals are typically earned in** “large-scale or long-duration combat operations”. **We received limited data on how much service credit** might be received when each type of medal is earned. As a result, based on this high-level characterization, the estimated costs could also be lower than we initially anticipated.

In terms of risk, we do not expect either the Prospective or Retroactive components to significantly impact overall risk measures. Prospectively, however, a large-scale and lengthy



future conflict could materially increase the number of members who earn fully subsidized service credit.

Separately, and subsequent to the preparation of these cost estimates presented to the SSCP in October (and November), staff received the following data from the DoD.

Department of Defense			
	Expeditionary Medals	Campaign Medals	Ratio
2001	4,275	1,276	3.35
2002	3,386	1,306	2.59
2003	7,187	4,463	1.61
2004	19,683	7,001	2.81
2005	31,256	15,652	2.00
2006	9,328	17,255	0.54
2007	7,285	17,002	0.43
2008	8,145	42,847	0.19
2009	9,390	36,791	0.26
2010	10,580	46,362	0.23
2011	16,091	46,305	0.35
2012	16,746	43,674	0.38
2013	19,635	40,020	0.49
2014	21,745	31,825	0.68
2015	36,737	24,108	1.52
2016	27,801	24,704	1.13
2017	48,596	22,478	2.16
2018	31,886	27,797	1.15
2019	23,899	18,793	1.27
Total	353,651	469,659	0.75

Our cursory review of this data indicates our preliminary assumption remains reasonable that service credit granted for Expeditionary medals would be similar to the amounts received for interruptive military service in which a Campaign medal was earned.

1. In other words, we believe that the Prospective costs we estimated are not likely to change in a significant way if priced again in the future. That said, assuming a lower Expeditionary-to-Campaign medals ratio in the range of 0.75 could be reasonable as well, thus reducing the expected cost of this component.
2. However, based upon the DoD data, we also learned that Expeditionary medals have been **granted at a higher rate in the early 2000's than we** originally understood. As a result, the Retroactive costs could be larger than our initial impacts indicated. If we incorporate the estimated value of the fully subsidized service credit given for Campaign medals before 2011, we anticipate the estimated costs for this component could approximately double (depending on the system).



Actuarial Disclosures

Unless otherwise noted, we relied on the assets, data, assumptions, and methods as disclosed in the 2019 AVR to prepare this analysis. We relied on data provided by DRS and the Washington State Military Department to estimate the relative relationship between Expeditionary and Campaign medals. We also considered how the data from DoD could impact our initial cost estimates. We reviewed the data and found it reasonable for the purposes of this analysis, but we did not audit the data.

We believe the data, methods, and assumptions used in this analysis are reasonable for the purposes of this pricing exercise. Use of another set of assets, data, assumptions, and methods may also be reasonable, and might produce different results. The risk analysis summarized in this letter involves the interpretation of many factors and the application of professional judgment.

We prepared this analysis based upon our understanding of the study language as of the date shown in the footer. We intend this analysis to be used strictly for your consideration of a potential study recommendation during the 2020 Interim. If a bill is introduced during the 2021 Legislative Session, we would prepare an actuarial fiscal note based upon that bill language. The results of that analysis could vary materially from the results documented in this letter.

The results contained herein can also change over time with new actuarial valuations or if new data becomes available. The analysis of these components does not consider any other changes to the systems; the combined effect of several changes to the systems could exceed the sum of each change considered individually.

The Office of the State Actuary (“we”) prepared this analysis and provided opinions in accordance with Washington State law and accepted Actuarial Standards of Practice. The undersigned meets the Qualification Standards of the American Academy of Actuaries to render the actuarial opinions contained herein. While this communication is meant to be complete, we are available to provide extra advice and explanations as needed.

Michael Harbour

Michael T. Harbour, ASA, MAAA
Actuary

cc: Lisa A. Won, ASA, FCA, MAAA, Deputy State Actuary
Office of the State Actuary

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