

## 2018-20 Executive Progress Report

Commonwealth of Virginia  
Secretary of Veterans and Defense Affairs  
Department of Military Affairs

### At A Glance

The Virginia Department of Military Affairs (DMA) provides the premier ready, relevant and responsive forces as directed by the Governor of Virginia and President of the United States. The Virginia National Guard, Virginia Defense Force and civilian work force must anticipate requirements and rapidly deploy in order to save lives, protect people and property, ensure safety and relieve suffering.

Staffing 273 Salaried Employees, 21 Contracted Employees, 0 Authorized, and 90 Wage Employees.

Financials Budget FY 2019, \$68.06 million, 16.11% from the General Fund.

Trends Legend  
↑ Increase, ↓ Decrease, → Steady

Key Perf Areas ↑ VDF provides a cost savings  
→

Productivity ↑

Legend ↑ Improving, ↓ Worsening, → Maintaining

For more information on administrative key, and productivity measures, go to [www.vaperforms.virginia.gov](http://www.vaperforms.virginia.gov)

### Background and History

#### Agency Background Statement

The Department of Military Affairs (DMA) is the premier response capability in the state, prepared to support every call to duty from the Commonwealth and the nation, led by a balanced, integrated joint team that is stable, adaptive, and measured by the success of our small units and their leaders. DMA administers the Army and Air National Guard of Virginia as well as the Virginia Defense Force. The Army and Air National Guard are simultaneously state military forces as well as reserve components of the Armed Forces of the United States. The Virginia Defense Force is solely a state reserve militia, composed of community volunteers, trained to augment civil agencies and military forces with skilled specialists and teams during emergencies.

DMA has a dual state and federal mission. DMA's number one state priority is preparedness to answer the Governor's call in times of emergency. The agency's number one federal priority is to answer the President's call in times of war or during national emergency. To achieve state requirements, as well as meet the increasing demands of our federal mission, DMA must maintain a fully manned and highly trained, responsive, and motivated force in order to alert, mobilize and deploy capable forces to an incident site. DMA has created a tiered system of response forces, generally composed of a variety of high-readiness emergency reaction forces drawn from the Virginia Army and Air National Guard, supported when necessary by the remainder of the Virginia Army and Air National Guard units and by the Virginia Defense Force.

Since January 2006, the Virginia National Guard has mobilized over 16,000 soldiers and airmen in support of various call-ups, including in-state missions involving security and disaster relief, as well as out-of-state missions across the country and the world. All mobilization orders have been successfully and effectively fulfilled; all requests for state active duty have been accomplished within the desired response time frame.

#### Major Products and Services

DMA provides trained and equipped personnel, federal equipment, and armories to respond to state and federal missions. The services offered are specific to the assigned mission and can include the following 11 capability areas: cyber security, joint command and control; chemical, biological, and radiological detection as well as nuclear and conventional explosion recovery; engineering; communications; ground transportation; aviation; medical support; security forces; logistics; and maintenance.

The quality of products and services offered is directly affected by troop strength, quality of training provided to service members, excellence of senior leadership, availability of equipment, adequate communication capabilities (interoperability with other agencies), state-of-the-art facilities, and

fiscal resources needed to perform all missions.

Since the attacks of September 11th, 2001, the Virginia National Guard has assumed a much larger and more active role in national military operations overseas. As a result of overseas deployment and the cumulative effects of state missions, the Virginia National Guard has gained valuable experience to quickly and accurately respond to all types of missions. To maintain this valuable capability, DMA requires continuous special training and strategic development that is designed to further promote the skills gained. Consequently, the need for specialized training and strategic development will continue to increase throughout the years. The Virginia National Guard has been called into State Active Duty at a much higher frequency in the past decade, although additional resources and funding have not been allocated to match the increased utilization.

DMA maintains a fully operational Chemical, Biological, Radiological/Nuclear and Explosive (CBRNE) Enhanced Response Force (CERF) that is capable of rapid response to such incidents. This capability is in addition to the 34th Civil Support Team, a high-technology team of full-time specialists who are trained to conduct initial assessment and identification of hazardous materials during civil or suspected terrorist incidents. DMA maintains a Quick Reaction Force (QRF) and an Incident Response Force (IRF) which are prepared to provide general purpose support to the full range of potential emergencies across the Commonwealth. The 91st Cyber Brigade provides fully operational cyber security capability in support of the Commonwealth and federal missions as needed.

In addition to these capabilities, the Virginia Defense Force (VDF) provides a volunteer based range of capabilities for Virginia during state emergencies. Bringing diverse professional skills and talents, Virginians continue to volunteer to answer the call of their fellow citizens in times of crisis, disaster, emergency or need as members of the VDF.

VDF units are built with a healthy variety of backgrounds: veterans of the American military, individuals that want to get a taste of what military life may be like, and individuals that may not be able to serve in one of the five branches of the U.S. Armed Forces, but want to serve their state. Each individual brings an area of expertise from the public and/or private sectors with the diverse background of each soldier. VDF is an integral part of DMA's ability to support emergency responses, especially within communications, cyber, and security operations.

## Customers

### Customer Summary

DMA is fully committed to its requirement to deliver ten core capabilities in support of the agencies of the Commonwealth during emergencies. DMA also has a responsibility to take care of National Guard members. The pace of deployments over the past decade have placed great stress on our service members and their families. The Department continues to provide a wide range of care and support for military members and their families as well as coordinates and tracks the progress of care provided for DMA personnel and their families through the Department of Defense and the Department of Veterans Affairs.

### Customer Table

Predefined Group	User Defined Group	Number Served Annually	Potential Number of Annual Customers	Projected Customer Trend
Adult	DMA personnel (including state employees)	395	0	Stable
Adult	Virginia National Guard members	8,400	0	Increase
Consumer	At-risk youth	230	0	Stable
Consumer	Citizens of the Commonwealth	8,470,000	0	Increase
Consumer	Citizens of Virginia (sheltering--estimated DAILY capacity)	0	0	Stable
Employee	DMA personnel (including state employees)	395	0	Stable
Employee	Military service members (in mandays)	410,000	0	Increase
Employee	Training at Fort Pickett (in mandays)	0	0	
Employee	Virginia National Guard members	8,400	0	Increase

## Finance and Performance Management

### Finance

#### Financial Summary

Approximately 95 percent of DMA's funding identified in the Appropriation Act is provided as non-general funds, with the majority of those funds being provided by the federal government. The remaining 5 percent of funding is derived from the Commonwealth's general fund. State dollars are used to finance a variety of programs, including tuition assistance, armory maintenance and repairs, and administrative staff support. Despite the increased state and federal demands, the Commonwealth's general fund support has not kept pace with the availability of federal dollars. And, because some of the federal dollars received by DMA require the state to contribute matching funds that are no longer available, the agency cannot fully utilize all of the federal dollars.

It must be noted that the federal government invests annually approximately over \$200 million in maintaining the capabilities of the Virginia

National Guard, including manning, training, equipment, and facilities.

**Fund Sources**

Fund Code	Fund Name	FY 2019	FY 2020
0100	General Fund	\$10,964,982	\$10,644,058
0200	Special	\$1,784,927	\$1,784,927
0901	Armory Control Board Fund	\$2,283,374	\$2,283,374
0916	Virginia Military Family Relief Fund	\$25,000	\$25,000
1000	Federal Trust	\$52,999,594	\$53,007,924

**Revenue Summary**

The Department of Military Affairs revenue is predominately reimbursements of federal expenditures by the National Guard Bureau using cooperative agreements for various initiatives.

**Performance**

**Performance Highlights**

As world events evolve, customers may change in response to the threat. Over the past several years, customer expectations for a rapid and quality emergency response have increased for both pre and post events. Furthermore, as the Commonwealth's demographics are changing and the number of non-English speaking customers is increasing, DMA anticipates that the language barrier will pose some challenges, particularly during emergency responses/evacuations.

Other demographic changes have made emergency response potentially more complex than it has been in the past. As an example, the increasingly urban and coastal concentration of population in the Commonwealth makes any response to emergencies in those areas larger in scale, broader in scope, and potentially more complex than has been the case in historic events. This change, as well as budget pressures on local communities and state agencies, may increase implicit reliance on DMA forces for augmentation during emergencies.

A further demographic change is the implications of an aging population on requirements for emergency response. The effects of an aging population are problematic for DMA. The standards for enlistment in the Virginia National Guard are as high as they have ever been. The rising average age of the population of the Commonwealth could affect this recruiting base, particularly in low population rural areas. Additionally, an increase in the aging population could lead to changing or increasing demands on DMA response forces to assist the elderly during an emergency response. DMA mitigates the risk of this demographic change by incorporating scenario elements such as the rescue and transport of the ill, infirm, or elderly into all emergency exercises. The aging population trend could deliver some improved capability for the VDF with its senior staff largely drawn from retired professionals. The VDF possesses a uniquely qualified and educated talent pool, creating a way in which older Commonwealth citizens can continue to civically engage and contribute to the safety and security of their communities.

**Selected Measures**

Measure ID	Measure	Alternative Name	Estimated Trend
1230000.001.001	Cost-saving benefit to the Commonwealth of Virginia	VDF provides a cost savings	Improving
12318701.001.001	Commonwealth Challenge Graduation Rates		Improving
123.0002	Percentage of National Guard Civil Support (NGCS) Packages		Maintaining

**Key Risk Factors**

One of the greatest challenges for the Virginia National Guard is our country's "economic realities" and the reduction of Federal resources. For more than a decade, the National Guard has demonstrated it is a cost-effective, operational force that is critical to our national security at home and abroad. Federal funding cuts are predicted to bring the Guard's ranks to pre-2001 levels -- reducing its capacity as an active combat force and its ability to respond to natural disasters and emergencies. The Pentagon has suggested cutting the total Guard's ranks to 335,000, instead of maintaining the current 350,000. If sequester cuts remain in place, the Guard's ranks could dwindle even further, to 315,000. The National Guard force size varies significantly from state to state. The Defense Department determines the size of each state's National Guard unit based upon the needs of that state and the federal government. However, no change in the branch, organization or allotment of a unit entirely within a state can be made without the approval of its governor. Virginia will need to continue to fight sequestration and the proposed cuts to the Federal defense budget.

The federal government provides a significant investment by providing approximately 95 percent of DMA's and the Virginia National Guard's operating budget, mainly in the areas of military personnel pay, equipment, and training, in order to ensure that the Virginia National Guard is able to perform its federal missions. This shared relationship makes personnel, with their equipment and training, available to the state during emergencies. The Commonwealth's investment, however, is disproportionately concentrated in the areas of facility maintenance, pay of state employees providing critical services such as contracting and facility security (including the entirety of the Virginia Defense Force when it is

mobilized), the Commonwealth Challenge Program, and State Tuition Assistance Program to National Guard personnel. The reduction of state funds and the lack of additional funds for critical requirements will have a significant negative impact on DMA's ability to effectively complete its state missions.

Another challenge is recruiting and retention of quality men and women, which in turn directly impacts all missions and objectives. Cutbacks in recruiting funding nationwide made by the Department of the Army may impact the Virginia National Guard's ability to recruit new soldiers and retain experienced soldiers. It will be vital for the Commonwealth of Virginia to continue to support the State Tuition Assistance Program, which not only provides a tremendous recruiting tool for the Virginia Guard, but also retains and produces professional, well-educated soldiers and airmen. Additionally, the need for repairs and maintenance of the Commonwealth's National Guard armories remains an impediment affecting the public's safety, security, and sheltering. Outdated armories provide a negative image of the Virginia National Guard and thereby reduce the Guard's capability to recruit and retain soldiers. Roughly 67 percent of Virginia's armories have reached the time at which major maintenance and repairs are required; 37 percent of those armories are over 50 years old, while another 30 percent are between 25-50 years old.

## Agency Statistics

### Statistics Summary

Statistics and a comprehensive snapshot of the magnitude of DMA operations are available at <http://vanguard.dodlive.mil/>

### Statistics Table

**Description Value**

## Management Discussion

### General Information About Ongoing Status of Agency

Since the attacks of September 11th, 2001, DMA expanded and altered training obligations to include significant requirements for Homeland Security roles that include and greatly exceed the historic role of the National Guard in local disaster response. DMA has met this challenge with aggressive and innovative new concepts of employment and training methods.

Today, the Virginia National Guard is an agile and effective operational force, equipped with the most modern military equipment, and trained to conduct joint and expeditionary warfare. In addition, the National Guard has embraced the expansion of its domestic emergency role with new organizations and cutting-edge technology which has delivered the capability to respond to a wide range of civil and humanitarian crises. Additionally, the Virginia National Guard adopted an aggressive outreach program in order to coordinate and train with interagency partners including, but not limited to, the Virginia Department of Emergency Management (VDEM), Virginia State Police (VSP), Virginia Department of Transportation (VDOT), and Virginia Department of Health (VDH), and many local first-response and emergency management agencies.

At the same time, the DMA has expanded the size and role of the Virginia Defense Force, re-orienting its training to focus on standardized training and certification in emergency response duties to standards set by the Federal Emergency Management Agency (FEMA) and has integrated Defense Force teams into all response concepts.

The Adjutant General's vision, leadership, and focus on the Department's key measures and preparedness have made DMA more productive. DMA continues to meet and surpass the National Guard Bureau's personnel strength goal and exceeded the emergency response goal. The Virginia National Guard is more ready, reliable, essential and accessible than in any other time in history and the Defense Force is a set of highly trained emergency responders capable of supplementing a civil response. Over the next several years, DMA plans to conduct an aggressive cycle of exercise-based experimentation to practice increasingly complex response skills and test new plans, technology, and organization against larger, more complex, and more challenging scenarios.

### Information Technology

DMA migrated to the federal IT network. There have been no issues facing state agency IT.

### Workforce Development

One issue affecting state employees is the inherent inequality of the state's pay structure when compared to the federal structure. For example, a fiscal technician on the federal payroll is a GS 6 with an average salary of \$34,300. In comparison, the same position in the state pay structure is classified as Pay Band 3 with an average salary of \$23,999. As a result, state employees who work sometimes side-to-side with federal employees and often perform the same duties are compensated at lower amounts. As a consequence, state employees sometimes leave their positions for higher-paid federal jobs within the agency. DMA will continue to explore options to resolve this issue.

The increased involvement in homeland security, homeland defense, and emergency preparedness will affect the agency workforce by requiring the hiring of qualified personnel for specific new and existing positions. Also, DMA is working with the Payroll Service Bureau in order to reduce the time it takes for service members to receive State Active Duty (SAD) pay. Currently, service members who are activated on SAD are paid on a monthly basis. DMA is examining programs utilized by other states that would allow DMA to better serve Soldiers, Airmen, and members of the Virginia Defense Force by providing faster compensation following their activation to SAD.

## Physical Plant

DMA's Joint Force Headquarters and its Joint Operations Center (JOC) are located in the Richmond area, close to or co-located with the other Commonwealth public safety agencies. As an example of our increased resourcing of state requirements, the Joint Force Headquarters now operates around the clock, 365 days/year Joint Operations Center that maintains real-time contact with the Virginia Emergency Operations Center (VEOC). A designated staff of DMA personnel have been trained and certified to work from the VEOC as a liaison and coordination cell component of the Virginia Emergency Response Team (VERT) during emergencies. Furthermore, three subordinate Joint Task Force Headquarters for disaster response have been designated and are engaged in a regular cycle of emergency response training exercises with other state agencies.

It must be noted that the Commonwealth of Virginia was one of the first states to create a true Joint Force Headquarters that focuses on joint training, joint operations, and that provides an operationally-focused joint staff responsible for operations of both branches of service (Army and Air Guard) and for the Virginia Defense Force. Furthermore, DMA has been doing this since 2006; however, it was only recently that the Department of Defense (DOD) has proposed draft guidance to formally incorporate such organizations across the National Guards of the 54 states and territories.

The Joint Force Headquarters will continue to increase DMA's readiness and capability by improving its footprint within the Richmond Area. The JOC and other key operations to the Sandston area greatly improved the capability of the Joint Force Headquarters to maintain awareness of incidents, coordinate with the Virginia Department of Emergency Management, and respond to directives from the Governor. As DMA's preparedness improves and capability increases, we anticipate the demands for our products and services will grow.

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