

oppaga

Justification Review



November 2001

Report No. 01-59

Department of Military Affairs Should Develop Plan to Consolidate Facilities to Save Costs

at a glance

By ensuring the readiness of the Florida National Guard for activation, the Department of Military Affairs meets an essential need of the state. The state activates the National Guard for the protection of citizens and property in case of civil unrest or natural disasters, such as hurricanes or wildfires. Performance measures generally indicate that the department performs this mission successfully.

Facilities are an integral part of a National Guard unit's readiness posture and require a commitment to long-term planning and budgeting. The department may be able to realize a long-term cost avoidance by developing a plan to consolidate units in new armories.

Purpose

This report presents the results of our Program Evaluation and Justification Review of the Department of Military Affairs Program. State law directs the Office of Program Policy Analysis and Government Accountability (OPPAGA) to conduct justification reviews of each program during its second year of operating under a performance-based program budget. This report evaluates the department's performance and identifies cost avoidance

opportunities. Appendix A summarizes our conclusions regarding each of nine issue areas the law directs OPPAGA to consider in a program evaluation and justification review. Appendix H contains the agency's response to this report.

Background

The Department of Military Affairs is a state agency whose primary mission is to prepare for state and federal activation of the Florida National Guard. The department's head is the adjutant general. The department is staffed with both state and federal employees, many of whom serve in the Florida National Guard as a condition of their employment.

The Department of Military Affairs is located in St. Augustine, Florida. Camp Blanding, the department-managed 73,000-acre training site, is located approximately 45 miles west of St. Augustine in Clay County. Florida National Guard units are located throughout the state.

The Department of Military Affairs is responsible for

- the readiness of the Florida National Guard and its oversight upon activation,
- drug interdiction operations, and
- local community support initiatives.

National Guard

The Department of Military Affairs provides executive direction, planning, and administrative support to the Florida National Guard as it prepares for activation. The Florida National Guard is an organization comprised of more than 100 U.S. Army and Air Guard units of approximately 12,000 members. The Florida National Guard serves as a reserve component of the Department of Defense, and training, staffing, and equipping of the guard is fully funded by the federal government. The state and federal governments jointly fund guard armories.

Either the President or the Governor can activate guard units and personnel to support national security objectives, protect the public safety of citizens and their property, or defend the State of Florida. Activation occurs under one of three authorities, depending upon the need and intent.

1. *Title 10, US Code activation/mobilization* – ordered by the federal government only for military missions such as to Korea, Kuwait, or Bosnia.¹ During such activation, the federal military leadership structure has authority over the unit's mission and individuals.
2. *Title 32, US Code activation* – ordered by the federal government with consent of the individual and the Governor for training purposes or counter drug missions. Although performed under federal law during such activation, Florida National Guard leadership retains authority over the unit's mission and individuals. (The current use of the National Guard for airport security falls under this provision.)

3. *State activation* – any activation ordered by the Governor, usually for a natural disaster or civil disturbance. The guardsmen become the militia of the state, can carry loaded weapons, and become an extension of the state legal authority. During such activation, the Governor and Florida National Guard leadership have authority over the unit's mission and individuals.

State activations over the past 10 years have totaled over 378,000 person-days costing nearly \$55 million. The peak of these activations was for Hurricane Andrew in 1992, which alone totaled 243,042 person-days of assistance. Most recently, state need for guard support has included fighting wild fires. During Fiscal Year 2000-01, the Florida National Guard responded to emergency state needs with over 10,000 person-days.

Although the organization's ultimate purpose, activations are not part of the state's budget process. Activation costs, when ordered by the federal government, are directly paid by the federal government. When activation is ordered by the Governor, most occasions have been for relief from natural disasters. Normally, the department is able to seek and eventually obtain full reimbursement by the Federal Emergency Management Agency for such activations. Rare non-reimbursed activations are either absorbed within the department's annual budget or by state budget amendment.

Drug Interdiction Operations

Guardsmen activated under Title 32, *U.S. Code*, perform drug interdiction operations in cooperation with the federal government. Drug interdiction operations include such activities as assisting U.S. Customs search of incoming vessel cargo and aerial electronic detection of drug smugglers. The Governor, the state Attorney General, and the department's adjutant general annually negotiate and sign a counter drug plan in support of this mission. The department also

¹ If ordered by the president for missions within the U.S. and martial law is declared, the guardsman can carry weapons and have authority over local and state authority. Without declaration of martial law, guardsmen are restricted by the principle of *posse comitatus* and cannot carry weapons or conduct security missions.

contracts with St. Petersburg College (for the federal government) for the operation of a U.S. regional counter-drug training center. This center is used to train all levels of law enforcement agencies for counter-drug operations.

Community Based Initiatives

The Florida National Guard operates programs at the community level that attempt to educate Florida's youth about the threat of illegal drug use and assist citizens at risk with life skills development. The training is provided by contractors and occurs in National Guard armories. The programs include those described below.

- 1) *Drug Demand Reduction Program* supports community and state organizations in their efforts to reduce the use of alcohol, tobacco, and illegal drugs. The program focuses on drug abuse education, prevention and awareness. During 2000, 37,000 Florida youth in 232 schools participated in the program.
- 2) *About Face* teaches life skills to 13- to 17-year-old youth. The program consists of 27 summer and five after-school sites at National Guard armories, reaching over 4,000 participants.
- 3) *Forward March* teaches functional life skills and job readiness training to unemployed and underemployed adults. The program consists of nine sites at National Guard armories. Of the 927 graduates, 76% attained jobs.
- 4) *Youth Challenge* teaches values, life skills, and self-discipline to 16- to 18-year-old non-adjudicated high school dropouts. The first 22-week residential course at Camp Blanding began July 2001.

Proviso language in the appropriations act authorizes the department to expend Temporary Assistance to Needy Families (TANF) block grant funds for About Face and Forward March. Florida and the federal government jointly fund the Youth Challenge and Drug Demand Reduction Programs.

Program Organization —

The Department of Military Affairs acts as a headquarters and large support organization for the National Guard. Both the department and its guard units have an organizational structure similar to typical military headquarters and active units, rather than other state agencies.

Several appendices of this report explain the organization and relationships between the department and the guard units.

- Appendix B provides an organizational chart of key department positions, many of which are filled with federal employees.
- Appendix C lists the major units and federally authorized positions of the Air and Army National Guard. Also shown is the number of guard members who also serve within the department.
- Appendix D provides a functional organization chart that indicates the impact on the department should the National Guard be activated.
- Appendix E provides a cross reference from department functional areas to military titles and responsibilities.

Program Funding —

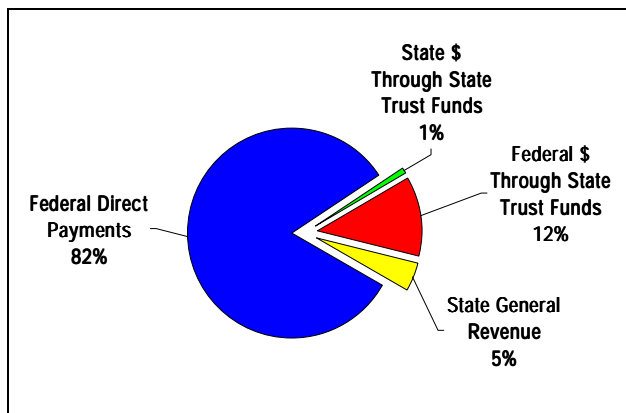
The state and federal governments share in the funding and staffing of Florida's Department of Military Affairs, with the federal government providing the predominant share of resources. Program funds are appropriated

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from general revenue and three trust funds.² However, because the federal government supports the program by direct payment to federal employees and expenses, as well as through the state budget, only a portion of the program's budget is reflected in its appropriation.³

Funding for the program totals \$269 million for Fiscal Year 2001-02. As shown in Exhibit 1, \$222 million is paid directly by the federal government and \$47 million is appropriated by the state. Of the \$47 million state appropriation, \$33 million comes from federal sources, \$12 million from state general revenue, and \$2 million from revenue generated from operations at Camp Blanding.

Exhibit 1
Program Funding Totals \$269 Million for Fiscal Year 2001-02, Most of Which Is Federal Money



Source: FY 2001-02 General Appropriations Act NS Agency reports.

State and federal employees jointly manage the department through an integrated staff,

² The Armory Board Trust Fund is used to administer funds received from the federal government for its share of department operations, the drug demand reduction program, and cooperative agreements; the Federal Equitable Sharing/Law Enforcement Trust Fund is maintained for the state's share of confiscated assets from drug interdiction operations; and the Camp Blanding Management Trust Fund is used to administer funds generated from mining and forestry operations that are used to fund the state's share of the operating costs of Camp Blanding.

³ The federal government provides direct funding for federal contracts, federal employee payroll, military equipment and supplies, and its share of maintenance and construction, none of which appears in the state budget.

including key management positions (see Appendices B through E). For Fiscal Year 2001-02 the Legislature appropriated 277 positions for the department. Of these positions, nearly half (132) are federally reimbursed for performing federal duties. An additional 1,813 employees will be paid directly by the federal government this year to work within the department.

Tuition assistance has become a significant portion of the state's general revenue appropriation, growing from \$174,150 in Fiscal Year 1997-98 to nearly \$2.4 million in Fiscal Year 2001-02. Although this appropriation directly benefits the federally funded staffing of the Florida National Guard, in time of need, the State of Florida also benefits from a fully staffed and trained guard. The Office of the Auditor General issued a report in August 2001, which addressed this topic.⁴

Program Need

The program, through its support for the National Guard, meets part of the state's essential need for emergency preparation and oversight. National Guard units are an integral part of the nation's defense and Florida's emergency reactive force. Once the guard is activated, the program provides the management structure needed to ensure coordination with state agencies and the State Emergency Operations Center.

Although not essential, the program's drug interdiction activities and community-based initiatives provide a public benefit to the citizens of Florida. Any success of the program's drug interdiction operations, which are funded entirely by the federal government, directly benefits the state.

⁴ Office of the Auditor General, [Report No. 01-021](#), found that the department had not established adequate procedures for applying program benefits, verifying participant eligibility, and calculating and obtaining reimbursements due from participants who did not complete their service requirements. The department generally concurred with these findings and responded with planned corrective action.

Program Performance —

The program has met its performance goals, but some changes to measures are needed

The Department of Military Affairs is budgeted as a single program—Readiness and Response. This program is further divided into five services:

- executive direction and support services;
- military readiness;
- military response;
- drug interdiction and prevention; and
- federal/state cooperative agreements.

The program's legislative performance measures are aligned with the service areas and are intended to evaluate the department's performance relative to its mission. As shown in Exhibit 2, the department met all legislative performance standards for Fiscal Year 2000-01, which was its first year of operation under a performance-based program budget.

Although reported performance is positive, we identified several opportunities to improve some of the agency's measures.

- Neither of the outcome measures *percentage of funded positions available for state deployment* or *number and percentage of armories rated adequate*, individually or collectively, adequately evaluate overall readiness. The measures should be replaced with a more comprehensive measure of the *percentage of units that meet essential readiness standards to accomplish routine state activation missions*. Staffing levels and armory condition could still be reported as output measures.
- The measure *percent of supported agencies reporting satisfaction with the department's support for specific missions* does address

quality of service area purpose but as calculated is not weighted by activation effort, which could distort overall results of the program. The method used to calculate this measure should be revised to weight the overall rating for an activation by the total person-days for that activation. For internal purposes, the department should also track activations by type to allow an evaluation of its ability to respond.

- The measure *percent of law enforcement officers trained that rate the training as relevant and valuable* reports only one component of activities in the service area. In addition to training law enforcement officers, the program dedicates significant assets toward attempts to influence a broad range of school age children from the use of illegal drugs. A measure of the *percentage of targeted- age-group students receiving drug awareness training* should be adopted to broaden the scope of evaluation in this service area.

See Appendix F for additional discussion on the program's set of outcome measures along with recommended adjustments.

The program's reporting system needs validation

As of publication of this report, the agency's state inspector general had not completed an examination of the department's performance measures as required by statute. Such a review should encompass an evaluation of the validity and reliability of the department's performance reporting system. Without this evaluation the department, the Legislature, and the citizens of the state cannot rely on the accuracy of the accountability system of the program.

Exhibit 2
According to Its Outcome Measures, the Program Has Performed Well

Performance Measure		Fiscal Year 1999-00 Baseline	Fiscal Year 2000-01 Actual	Fiscal Year 2000-01 Standard
Military Readiness	Percent of funded positions available for state deployment	95%	95%	95%
	Number/percent of armories rated adequate	36/63%	38/64%	36/62%
Military Response	Percent of supported agencies reporting satisfaction with the department's support for specific missions	93%	94%	90%
Drug Interdiction and Prevention	Percent of law enforcement officers trained that rate the training as relevant and valuable	94%	90%	90%
Federal/State Cooperative Agreements	Percent of federal funds executed per year to assist in the administration and operations of community outreach programs (About Face, Forward March, Youth Challenge)	100%	100% ¹	100%

¹ Estimated at the time of this report due to the differences in the state and federal budget cycle ending dates.

Source: Department of Military Affairs.

Opportunity for Improvement

Consolidating some armories would realize long-term cost avoidance

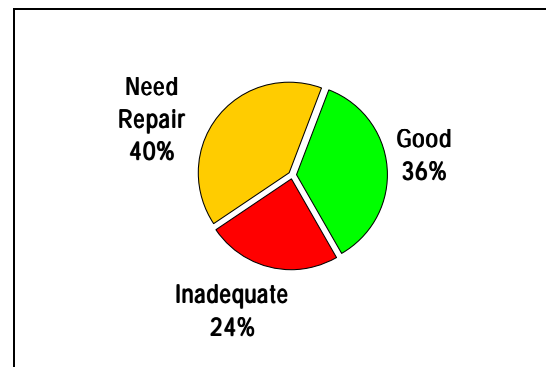
Facilities are an integral part of a National Guard unit's readiness posture and require a commitment to long-term planning and budgeting. We believe that the department can realize a long-term cost avoidance by developing a plan to co-locate more units in fewer new facilities.

A unit's readiness can be degraded if its equipment is not adequately protected from the elements in a well-maintained structure and personnel are unable to train in a suitable environment. However, Florida's inventory of Army armories is aging and has become outdated. (See Appendix G for a map of armory locations.)

About half of the state's 59 armories are 40 or more years old. Many no longer meet federal adequacy recommendations of 15 to 25 acres, having been built on sites of three-to-five acres

in the 1950s and 1960s.⁵ The most recent department evaluation of armory conditions rates about two-thirds of the armories needing replacement, renovation, or significant repair. (See Exhibit 3.) Two of the armories in poor condition are in Bartow and Winter Haven, about 10 miles apart. (See Exhibit 4.)

Exhibit 3 **Most Armories Need Replacement, Renovation, or Significant Repair**



Source: Department of Military Affairs.

⁵ Currently, the U.S. Department of Defense recommends that National Guard armories have 15 to 25 acres to allow for expansion, environmental needs for drainage, and increased indoor needs.

Under federal rules, the costs of constructing new armories and, in some cases, major renovation of Army National Guard armories are shared between the state and federal governments.⁶ Only four significant armory renovations or new construction projects have been funded over the last 10 years. Once built, the state is fully responsible for the maintenance, repair, and minor renovation of Army armories.

The department’s current five-year Capital Improvement Plan proposes a major phased repair and maintenance plan for armories across the state, mixed with some new construction and major renovation. As shown in Exhibit 4, the plan provides for state funding of about \$46 million for projects linked to armory improvements. The plan also draws down an additional \$58 million of shared federal construction funds. Beyond the current five-year plan, the department has identified \$30 million of additionally needed repairs for armories. However, none of the current plans include the closure or consolidation of armories.

**Exhibit 4
Department Plans Include the Expenditure of \$46 Million of State Funds on 56 Armories Over the Next Five Years**

Planned Use of Funds	Allocation
Repair and maintenance	\$29,382,759
Replacement of existing facility	9,423,857
Renovation	7,029,238
Total State Funds	\$45,835,854

Source: FDMA Capital Improvements Plan.

We believe that the department can realize a long-term cost avoidance by developing a plan to consolidate some armories. Such a plan would provide for the co-location of units, which would leverage federal funds for construction and major renovations, replace

inadequate structures, reduce total inventory and associated maintenance, and introduce economies of scale to operations. This approach is most efficient when (1) the unit is housed in an older facility needing repair or replacement, (2) armories needing replacement or renovation are within reasonable proximity of other units, and (3) the current site is inadequate to meet expansion needs of unit.

As shown in Exhibit 5, OPPAGA identified six opportunities where it appears feasible to co-locate units in new facilities rather than to continue to maintain existing armories. In each of these cases, multiple armories are located in the same region (no more than 26 miles apart) that do not meet federal adequacy recommendations. Many of these armories are over 40 years old and have extensive capital improvement needs.

We could not estimate the potential savings of consolidating armories, as this depends on a number of variables, such as the size of construction site, site selection, efficiency of design, timing of project coupled with the long-term inflation rate, and concurrence and availability of local and federal funding. However, we believe that this approach would produce a substantial long-term cost avoidance of construction, renovation, maintenance, and operating costs.

The Armory Board should develop a long-term facilities plan that considers armory consolidation. This board, consisting of the Governor and major commanders of the Florida National Guard, is charged with developing long-term facilities plans. However, the Governor or his designee seldom attend these meetings, meaning that the department has acted on its own in developing long-term facilities plans and budgets. Active involvement of a Governor’s designee from the Office of Policy and Budgeting would help the department improve its long-term armory planning and budgeting.

⁶ Air National Guard facilities are fully funded and maintained by the federal government.

**Exhibit 5
Consolidating Some Older Armories Could Lead to Long-Term Cost Avoidance**

	Currently Planned Capital Expenditures	
Manatee County area armories		
Bradenton – built in 1971 on 8.8 acres of city land	\$1.2 million - repair	Armories are within 12 miles of each other and part of the same command group and thus could logically be housed in a single armory. Both facilities will continue to deteriorate and are located on plots too small for combining operations.
Palmetto – built in 1963 on 5 acres of city land	1.2 million - repair	
Central Panhandle area armories		
Bonifay – built in 1954 on 6.2 acres of state land	\$1.2 million – repair	All armories are no more than 26 miles apart and are more than 40 years old. Despite recent roof improvements, all facilities will continue to deteriorate, especially the Marianna armory, and are located on plots too small for expansion. The armory at Chipley is the most central with the units and armory at DeFuniak Springs as a possible substitute for Marianna. These armories are in low population density areas, so future ability to recruit for the units should also be considered. Co-locating units in a new armory would enable the state to receive federal funds rather than continuing to rely solely on state repair and renovation funds.
Chipley - built in 1958 on 2.7 acres of state land	0.7 million – repair	
Marianna – built in 1958 on 5 acres of state land	0.8 million - repair	
Tampa area armories		
Tampa – built in 1940 and sited on 10 acres of state land	\$3.1 million - renovation	All armories are within a 22-mile area. Current plans are to build an additional armory in St. Petersburg and replace the Tampa armory, both using a mix of state and federal funds. It appears feasible to eventually relocate units of the Clearwater armory into the Tampa facility and close the Clearwater armory.
Clearwater – built in 1954 on 3.1 acres of state land	1.0 million - repair	
St. Petersburg – built in 1958 on 6 acres of state land	3.6 million - replacement	
South Florida area armories		
North Miami – built in 1958 on 2.3 acres of city land	\$1.3 million – repair	All armories are within a 24-mile area. The Hollywood armory is the most central. Although the Hollywood and Ft. Lauderdale armories recently received roof upgrades, the facilities will continue to deteriorate, especially the North Miami armory, and are located on plots too small for expansion.
Hollywood – built in 1955 on 0.6 acres of state land	0.9 million – repair	
Fort Lauderdale – built in 1953 on 5.8 acres of county land	0.9 million - repair	
South Central Florida armories		
Lakeland – built in 1974 on 10 acres of city land	\$1.2 million – repair	All armories within a 24-mile area. The armory at Avon Park, built in 1971, is more distant but could also be included in this mix. Two new armories in the area could possibly replace four or five of these aging facilities. Generally, all armories are on small plots of land, too small if units are to be co-located. Only the Haines City armory received a recent roof upgrade. The Bartow and Winter Haven armories are in especially poor condition.
Bartow – built in 1974 on 9 acres of city land	1.2 million – repair	
Haines City – built in 1976 on 8.3 acres of city land	1.0 million – repair	
Winter Haven – built in 1936 on 3.3 acres of city land	1.2 million – repair	
North Central Florida armories		
Leesburg – built in 1950 on 2 acres of state land	\$1.0 million – repair	The two armories are about 15 miles apart. A federal maintenance shop is centrally located in Tavares on nine acres of land. A new armory on land near or adjacent to the federal shop would be advantageous. Although both armories received recent roof upgrades, both facilities are generally inadequate and will continue to deteriorate.
Eustis – built in 1954 on 2 acres of city land	1.0 million - repair	

Source: OPPAGA analysis and Department of Military Affairs.

Recommendations

Although reported performance is positive, we identified several opportunities to improve some of the agency's measures. OPPAGA recommends that the following changes be made to the program's measures.

- The measures *percent of funded positions available for state deployment and number and percent of armories rated adequate* should be replaced with a more comprehensive measure of the *percentage of units that meet essential readiness standards to accomplish routine state activation missions*. Staffing levels and armory condition could still be reported as output measures.
- The method used to calculate the measure *percent of supported agencies reporting satisfaction with the department's support for specific missions* should be revised to weight the overall rating for an activation by the total person-days for that activation. For internal purposes, the department should also track activations by type to allow an evaluation of its ability to respond.
- A measure of the *percentage of targeted-age-group students receiving drug awareness training* should be adopted to broaden the scope of evaluation of the program in the service area.

Armories are an integral part of the Florida National Guard's readiness posture and require a commitment to long-term planning and budgeting. To reduce the long-term costs associated with the construction, maintenance, and operations of Florida's armories, OPPAGA recommends that the department develop a long-term capital plan that seeks to co-locate units in new armories. To strengthen the department's armory planning and budgeting process, OPPAGA also recommends that the Office of the Governor designate a staff member of the Office of Policy and Budgeting to work with the Armory Board in this process.

Agency Response

In accordance with the provisions of s. 11.45(7)(d), *Florida Statutes*, a draft of our report was submitted to the Adjutant General of the Department of Military Affairs to review and respond.

A copy of the Adjutant General's written response can be viewed on the following page.

OPPAGA provides objective, independent, professional analyses of state policies and services to assist the Florida Legislature in decision making, to ensure government accountability, and to recommend the best use of public resources. This project was conducted in accordance with applicable evaluation standards. Copies of this report in print or alternate accessible format may be obtained by telephone (850/488-0021 or 800/531-2477), by FAX (850/487-3804), in person, or by mail (OPPAGA Report Production, Claude Pepper Building, Room 312, 111 W. Madison St., Tallahassee, FL 32399-1475).

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John W. Turcotte, OPPAGA Director



STATE OF FLORIDA
Department of Military Affairs
Office of the Adjutant General

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November 15, 2001

Mr. John W. Turcotte, Director
Office of Program Policy Analysis and
Government Accountability
111 West Madison Street, Room 312
Tallahassee, Florida 32399-1475

Dear Mr. Turcotte:

Enclosed please find our department response to the Office of Program Policy Analysis and Government Accountability (OPPAGA) justification review.

I would like to thank OPPAGA and Mr. Don Wolf for their professionalism and courtesy during this important justification review as required by Florida Statute. We look forward to implementing a number of these proposals to improve the efficiency and financial management of our program and services.

Sincerely,

DOUGLAS BURNETT
Major General
Florida Air National Guard
The Adjutant General

Enclosure

DEPARTMENT OF MILITARY AFFAIRS

RESPONSE TO OPPAGA JUSTIFICATION REVIEW

The relationship between the Department of Military Affairs (DMA), State of Florida and the Florida National Guard (FNG) is complex and not easy to describe. The report suggests DMA and FNG are the same agency and the terms are used synonymously; however both are separate and distinct entities which should not be confused or the relationship over-simplified.

The Department of Military Affairs is a state agency under the Office of the Governor and functions as the Headquarters for the Florida National Guard. The Department is small compared to other agencies, with 277 full time equivalent positions. Positions and funding for the agency occur in four budget entities, as follows:

<u>BUDGET ENTITY</u>	<u># POSITIONS</u>	<u>FUNDING (FY01-02)</u>
General Revenue	116	\$11,715,730
Armory Board TF	134	\$31,326,504
Camp Blanding Management TF	27	\$ 2,099,336
Federal Equity Sharing/LETF	0	\$ 856,748
TOTALS	277	\$45,998,318

The Florida National Guard is a reserve component force of the Department of Defense (DOD), National Guard Bureau (NGB). Chapter 250, Florida Statutes, recognizes the FNG as part of the state organized militia. However, the number of authorized positions in the FNG is dependent upon the units assigned to the state by NGB and the respective manning models. The number and type of units depend upon force structure requirements developed as part of the national military strategy. The state is not involved in this process and is only the beneficiary of force structure decisions made in Washington. Depending upon the requirements of the national military strategy, force structure and actual units in the state may fluctuate. The DMA is the state agency that provides oversight to the FNG.

Perhaps the easiest way to simplify and explain the relationship for the purpose of this report is to define department as meaning the Department of Military Affairs and define agency as meaning both DMA and FNG, functioning as an integrated organization, but still separate entities. This does not acknowledge the complex subtleties of both organizations, however.

Regarding the recommendation to consolidate and close armories to avoid renovation costs, the agency does close facilities, although it is driven by force structure and demographic issues rather than cost avoidance issues. The FNG prepares a Command Plan in response to force structure proposals from National Guard Bureau (NGB). The Command Plan addresses unit activations and de-activations programmed for the state. Operation Plan Shifting Sands analyzes the force structure changes programmed for the state and develops courses of action for

consideration and approval by The Adjutant General (TAG). The approved course of action becomes the stationing plan for the activating units needing armories.

The decision to close armories is driven by force structure and demographic issues. In the last few years, facilities in Perry, Temple Terrace, Monticello, Belle Glade, Jacksonville, Titusville, North Port, Perrine and Lakeland have been closed. Other armories slated for closing pending completion of new facilities include Pensacola (2), Tampa (2) and Jacksonville (Craig Field). Demographic factors may ultimately close armories in Apalachicola and Defuniak Springs, since those communities no longer provide the recruiting base to support the personnel requirements of the units located there.

The decision to close armories to avoid renovation costs and build multi-unit facilities sounds good, but there are numerous variables associated with this approach, many beyond our ability to influence. Federal military construction funds are limited and highly competitive. New national guard facilities require a minimum 25% state match, so construction costs are not entirely the federal government's responsibility. Most facilities being funded today are joint use facilities, housing both Army Reserve and National Guard units. The time frame from planning, designing, constructing to occupying a new armory is around ten years, so considerable lead time is required. In addition, during this prolonged planning and programming period, conditions frequently change necessitating new courses of action.

This recommendation impacts political and economic issues as well. Units, soldiers and armories bring federal dollars to the community and contribute to the local economy. Closing facilities can therefore become a controversial economic and political issue for the local community. Geographic dispersal of units also facilitates timely activation and response during natural disaster or civil disturbance incidents.

Given the fact DMA continuously updates plans that deal with force structure issues in the state, it makes more sense to incorporate some type of cost avoidance criteria in the unit stationing plans, as those decisions are being made. There is no need to conduct separate feasibility studies to accomplish the same purpose and end result. As these analyses are performed, unneeded armories would be closed, thereby eliminating the requirement for further renovation and removing those facilities from the agency's CIP. This approach takes the decision out of the political arena as well, avoiding potential controversy.

We are in full agreement with the recommendations to modify some of the agency's performance measures reflected in the department's Long Range Program Plan. The parallel Zero-Based Budgeting review also suggests some modifications to our performance measures are needed and they are currently being re-written with the assistance of House and Senate appropriation committee staff. We welcome the opportunity to modify outcomes and outputs to reflect better the agency's accomplishments.

Appendix A

Statutory Requirements for Program Evaluation and Justification Review

Section 11.513(3), *Florida Statutes*, provides that OPPAGA program evaluation and justification reviews shall address nine issue areas. Our conclusions on these issues as they relate to the Department of Military Affairs are summarized in Table A-1.

Table A-1
Summary of the Program Evaluation and Justification Review of the Department of Military Affairs

Issue	OPPAGA Conclusions
The identifiable cost of the program	For Fiscal Year 2001-02, the program is appropriated \$46 million, of which \$12 million is from state general revenue funds, \$32 million is federal funds, and \$2 million is trust funds self-generated from program operations.
The specific purpose of the program, as well as the specific public benefit derived therefrom	The primary purpose of the program is to prepare the Florida National Guard for activation in response to national or state emergency. This benefits citizens of the nation in response to national defense needs and state natural disaster relief needs, or as an extension of state and local government law enforcement efforts.
The consequences of discontinuing the program	The department and the Florida National Guard have a long history of being a ready, able, and effective reserve force for both the state and nation. Discontinuation of the program would significantly reduce the state's ability to respond to security and assistance needs in time of natural disaster or civil unrest.
Determination as to public policy, which may include recommendations as to whether it would be sound public policy to continue or discontinue funding the program, either in whole or in part	The program performs some essential government functions when the National Guard is activated. The department's role in preparation for activation is key to effective response capabilities and fulfillment of basic missions. It is sound public policy for the program to continue and be performed by a state government agency.
Progress towards achieving the outputs and outcomes associated with the program	<p>The program is achieving its outcomes as approved by the Legislature. However, several program outcomes could be improved to better report on the quality of program effort and performance. However, several changes should be made to the program's measures.</p> <ul style="list-style-type: none"> ▪ The measures <i>percent of funded positions available for state deployment</i> and <i>number and percentage of armories rated adequate</i> should be replaced with a more comprehensive measure of <i>the percent of units that meet essential readiness standards to accomplish routine state activation missions</i>. Staffing levels and armory condition could still be reported as output measures. ▪ The method used to calculate the measure <i>percent of supported agencies reporting satisfaction with the department's support for specific missions</i> should be revised to weight the overall rating for an activation by the total person-days for that activation. For internal purposes, the department should also track activations by type to allow an evaluation of its ability to respond. ▪ A measure of <i>the percent of targeted- age-group students receiving drug awareness training</i> should be adopted to broaden the scope of evaluation of the program in the service area.
An explanation of circumstances contributing to the state agency's ability to achieve, not achieve, or exceed its projected outcomes associated with the program	The program has been successful and should continue to be successful in achieving all the standards set by the Legislature.
Whether state agency management has established control systems sufficient to ensure that performance data are maintained and supported by state agency records and accurately presented in state agency performance reports	As is, information reported by the program has limited value for evaluating the program. The department has failed to perform validation tests of its internal data system and report on results. Validation of reported data, as required in statute, is necessary for the Legislature, executive branch, and citizens of the state to rely on performance information provided by the department.
Alternative courses of action that would result in administering the program more efficiently and effectively	To reduce the long-term costs associated with the construction, maintenance, and operations of Florida's armories, OPPAGA recommends that the department develop a long-term capital plan that seeks to co-locate units in new armories. To ensure commitment to the planning and budgeting process, OPPAGA also recommends that the Office of the Governor designate a representative of the Office of Planning and Budgeting to be actively involved in the Armory Board.

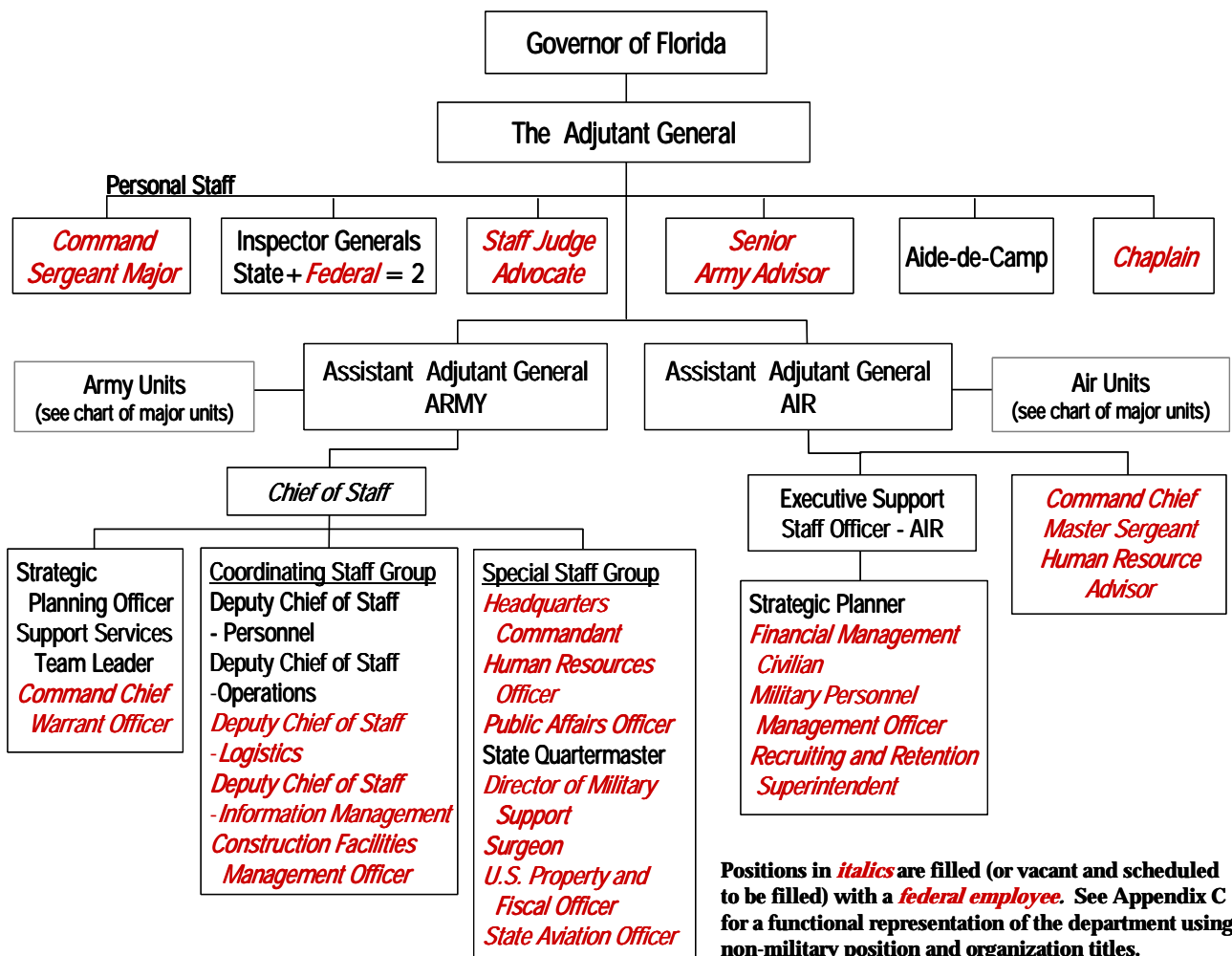
Source: OPPAGA.

Appendix B

Organizational Chart of the Department of Military Affairs

The Department of Military Affairs acts as a headquarters for a large support organization awaiting a situational need. State and federal employees jointly manage the department through an integrated staff, including key management positions. Table B-1 provides an organizational chart of key positions within the department and highlights management positions currently filled with federal employees.

Table B-1
Most Key Staff Positions Are Filled With Federal Employees



Source: Florida Department of Military Affairs.

Appendix C

Federally Authorized Positions of the Florida National Guard

Table C-1 below displays the current authorized positions of Florida Air and Army National Guard units. Many of these authorized positions are also dual-status, full-time employees of the state and federal governments that operate as the Florida Department of Military Affairs. If Florida’s National Guard were to undergo a major activation, some or all of the 1,841 dual-status employees would be unavailable to perform their departmental duties, which could severely affect department operations.

Table C-1
The Florida Army and Air National Guard Totals Nearly 12,000 Personnel

	Authorized Positions	Dual-Status, Full-Time Employees ¹
Army National Guard Major Units		
State Area Command	819	812
53rd Infantry Brigade	4,044	147
83rd Troop Command	1,967	115
32 Army Air and Missile Defense Command	1,887	106
50th Area Support Group	1,413	65
Total	10,130	1,245
Air National Guard Units		
125 th Fighter Wing, Detachment 1	1,053	414
202 nd Red Horse Squadron	179	32
290 Joint Communications Support Squadron	224	34
Southeast Air Defense Unit	214	75
Other units	171	41
Total	1,841	596
Total All Units	11,971	1,841

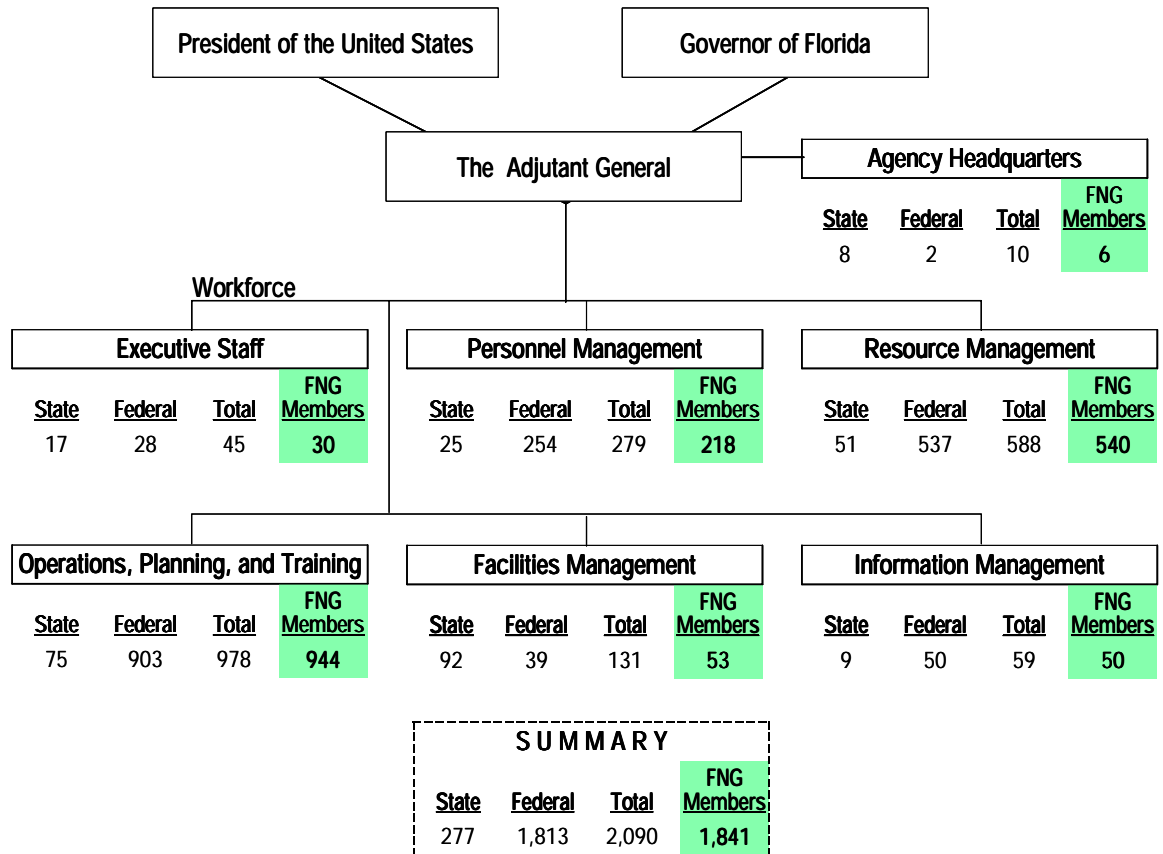
¹ *Dual-status, full-time employees* are those members of the Florida National Guard who are also employed by the state or federal government in direct support of the Florida Department of Military Affairs or Florida National Guard.

Source: Florida Department of Military Affairs.

Appendix D

Functional Organizational Chart for the Department of Military Affairs

The Department of Military Affairs and its guard units are organized similar to typical military headquarters, rather than other state agencies. The chart below presents the Department of Military Affairs workforce re-configured using terminology comparable to that used by other state agencies. The detail within each functional area describes the number and types of positions within each area. This chart shows that state authorized FTE positions alone do not fully reflect staffing of the Department of Military Affairs. Rather, the workforce of the department is a composite of both state and federal full-time employees, integrated into a single organization.



Note: FNG members in the chart are full-time state and federal employees who are also members of the Florida National Guard and subject to activation with their unit.

Source: Florida Department of Military Affairs.

Appendix E

Functional Areas of the Department

The Department of Military Affairs is organized with position titles similar to traditional military organizations. Table E-1 links traditional state agency groupings (by functional area) to typical military position titles (as used in Appendix B), the corresponding military responsibilities, and additional duties that occur with the activation of the Florida National Guard.

Table E-1
The Florida Department of Military Affairs' Functional Areas
Cross-Referenced to Military Titles and Responsibilities

Functional Area Title	Military Position Titles	Major Responsibilities	Responsibilities During Activation
Agency Headquarters	Adjutant General Assistant Adjutant General Command Sergeant Major Senior Army Advisor Chief of Staff Executive Support Staff Officer	<ul style="list-style-type: none"> Provide leadership to the Department of Military Affairs and the Florida National Guard 	<ul style="list-style-type: none"> Command and control activated units of the Florida National Guard.
Executive Staff	Public Affairs Officer Chaplain Staff Judge Advocate Inspector General Strategic Planner	<ul style="list-style-type: none"> Provide specialized services for the command group and staff of the Department of Military Affairs and the Florida National Guard 	<ul style="list-style-type: none"> Provide specialize services as needed by Florida National Guard units
Personnel Management	Deputy Chief of Staff for Personnel Military Personnel Officer Human Resource Officer Recruiting Officer State Personnel Manager	<ul style="list-style-type: none"> Provide routine personnel administration, including hiring, records maintenance, promotions, and personnel actions for all state and federal civilian positions plus military personnel Maintain unique retirement point records Family support and community activities such as family emergency plans and drug prevention Deployment preparation activities such as physical examination and immunization records 	<ul style="list-style-type: none"> Time cards of all activated soldiers and airmen Retirement points accumulated for federal activations Account for personnel costs for FEMA reimbursement Line-of-duty investigations for injuries or fatalities during operations
Resource Management	Deputy Chief of Staff for Logistics Financial Manager U.S. Property and Fiscal Officer State Quartermaster	<ul style="list-style-type: none"> Oversee and plan for the efficient and effective use of financial, equipment, and material resources available to the Department of Military Affairs and the Florida National Guard 	<ul style="list-style-type: none"> Account for financial and physical resources used to support activated units
Operations, Planning, and Training	Deputy Chief of Staff for Operations Director of Military Support Training Site Commander at Camp Blanding Range maintenance staff Forest ranger at Camp Blanding	<ul style="list-style-type: none"> Plan for the day-to-day operation and training of the Department of Military Affairs and potential activation of Florida National Guard Provide an efficient and effective training sites for the Florida National Guard as well as other federal, state, and local government agencies as available and appropriate Provide facilities and support for tenant units at Camp Blanding Operate revenue-producing activities at Camp Blanding with a goal of self-sufficiency 	<ul style="list-style-type: none"> Represent leadership by overseeing, ensuring, and reporting on the operations of activated units Provide support as needed at Camp Blanding for activated units
Facilities Management	Chief Construction and Facilities Management Officer	<ul style="list-style-type: none"> Oversee and plan for the efficient and effective use of buildings and grounds available to the Department of Military Affairs and the Florida National Guard 	<ul style="list-style-type: none"> Respond to facilities needs in support of activated units
Information Management	Deputy Chief of Staff for Information Management	<ul style="list-style-type: none"> Oversee and plan for the efficient and effective use of electronic information and telecommunications within the Department of Military Affairs and the Florida National Guard 	<ul style="list-style-type: none"> Support information services needs of activated units

Source: Department of Military Affairs and OPPAGA analysis.

Appendix F

Performance Outcome Measures for the Department

The Legislature approved program performance measures are aligned with the service areas and are intended to evaluate the quality of the department’s performance. As currently designed, program outcome performance measures indicates that the department met legislative goals. Although reported performance was positive, we identified opportunities to improve some of the agency’s measures. See Table F-1 for these recommended changes.

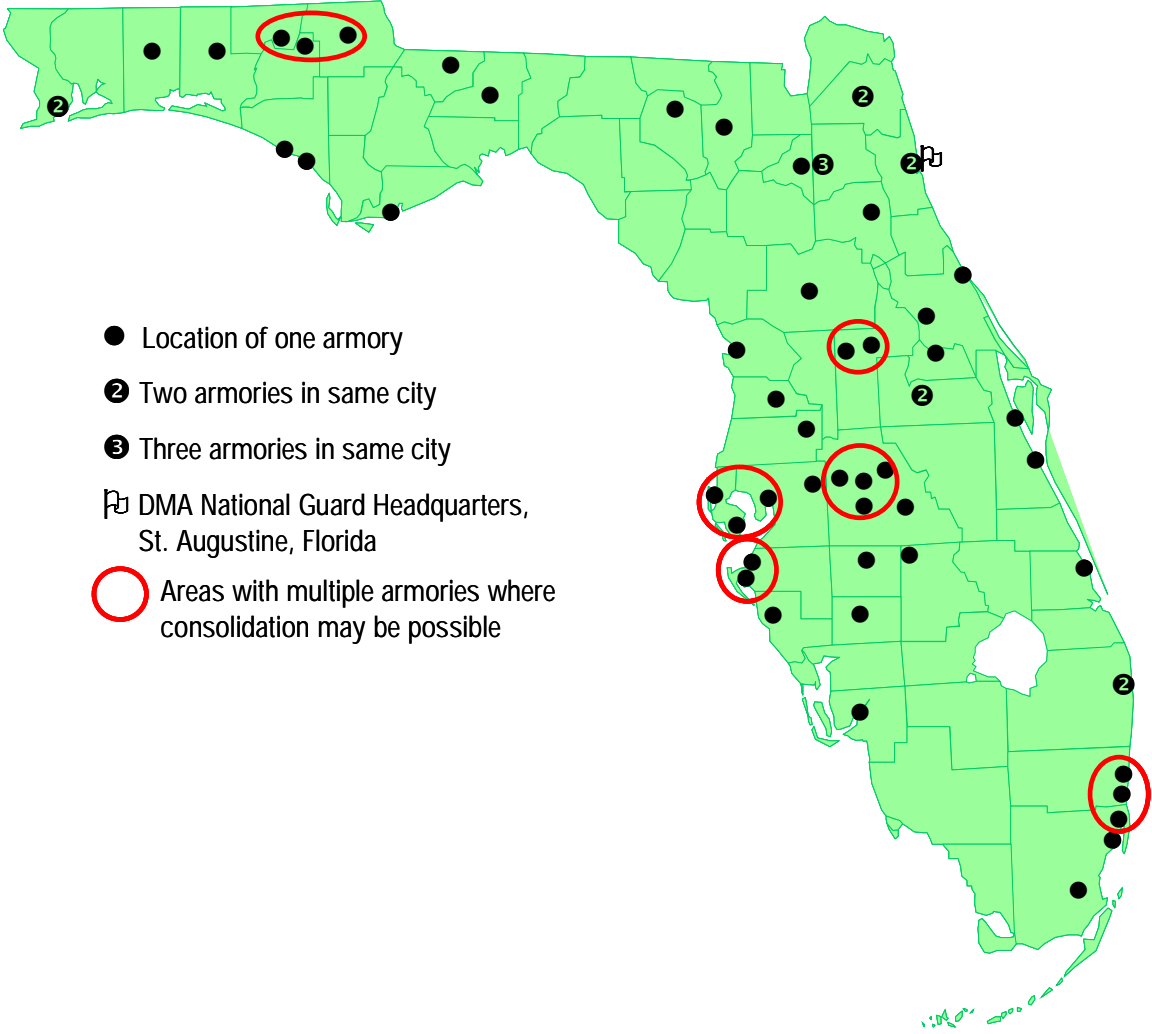
Table F-1
 Although the Program Has Performed Well,
 We Identified Improvements to Some of the Agency’s Outcome Measures

Measure		Remark	Recommendation
Executive Direction and Support Services	Percent of agency administration and support costs and positions compared to total agency costs and positions	This measure is being used by the department for the first time in Fiscal Year 2001-02 and will allow the legislature and agency to monitor trends in cost and staffing levels. However, this measure cannot be used externally to compare the department to other state agencies.	No change is recommended.
Military Readiness	Percent of funded positions available for state deployment Number/percent of armories rated adequate	Although state funds primarily support tuition for recruitment and armory construction and maintenance, the Legislature needs to know overall readiness, not just these limited elements. Neither of these measures, individually or collectively, adequately evaluates overall readiness. The measures, as stated and reported do not incorporate training and equipment status into the readiness appraisal. In addition, the department deploys units and individuals, not armories. A better measure of total readiness is available within the department.	In consultation with the department, OPPAGA recommends that the measures be deleted as outcomes and replaced with a more comprehensive measure: percentage of units that meet essential readiness standards to accomplish routine state activation missions. Staffing levels and armory condition could still be reported as an output measure.
Military Response	Percent of supported agencies reporting satisfaction with the department’s support for specific missions.	This measure does address quality of service area purpose, but as calculated is not weighted by activation effort. This could distort overall results of the program.	OPPAGA recommends that the method calculating this measure be revised to weight the overall rating for activation by the total man-days for that activation. For internal purposes, the department should also track activations by type to enable it to further evaluate its ability to respond.
Drug Interdiction and Prevention	Percent of law enforcement officers trained that rate the training as relevant and valuable	This outcome measure is only one component of activities in the service area. Besides the training of law enforcement officers, the program also dedicates significant assets toward attempts to influence a broad range of school-age children from use of illegal drugs.	OPPAGA recommends that the Legislature also adopt the measure percentage of targeted-age-group students receiving drug awareness training. Adding this measure would broaden the scope of evaluation in this service area to be more representative of the department’s contribution to the state’s efforts to combat illegal drugs use, availability, and support of law enforcement efforts.
Federal/State Cooperative Agreements	Percent of federal funds executed per year to assist in the administration and operations of community outreach programs (About Face, Forward March, Youth Challenge)	This measure speaks directly to the service area’s limited purpose.	No change recommended

Source: OPPAGA analysis.

Appendix G

Florida Army National Guard Armories



Source: Department of Military Affairs.