



Contact: Tara Butler  
Program Director  
Environment, Energy, and  
Natural Resources Division  
202-624-5357  
[tbutler@nga.org](mailto:tbutler@nga.org)  
November 19, 2008

## Organizing State Efforts to Respond to Mission Growth

### Executive Summary

More than a third of states are struggling to accommodate large and rapid population increases at and around their military bases in response to shifts in defense priorities. This “mission growth” creates great economic opportunity for states, but it also places a strain on their infrastructure and increases demand for government services. In response, states are creating dedicated state mission growth working groups to coordinate work across state agencies, engage local communities, and serve as one collective voice for state legislatures, the military, and other stakeholders.

The U.S. Department of Defense (DoD) is in the midst of a major transformation whereby more than two dozen bases across the nation are enhancing their mission, increasing training activity and defense operations, and expanding military and civilian personnel.<sup>1</sup> As a result of this “mission growth,” the surrounding defense communities must expand at a rate not experienced since World War II. According to one estimate, military personnel and dependents *alone* will increase by a total of more than 340,000 spread across the 20 most impacted bases.<sup>1</sup> This is an average increase of 35 percent, but at some bases it may be as much as 100 percent or more. Additional growth will come from defense-related contractors and other secondary workers. For instance, the expansion of Fort Riley in Kansas will increase the population within a seven-county area between 26 and 32 percent by 2012.<sup>2</sup> In addition, Fort Bliss in Texas will grow by at least 300 percent – from 9,000 soldiers and 15,000 family members in 2005 to 38,000 soldiers and 53,000 family members in 2012.<sup>3</sup>

By statute, most mission growth military transfers resulting from the 2005 round of Base Realignment and Closure (BRAC) must be complete by September 2011.<sup>4</sup> Although the growth is spread across the country, the states predicted to be most affected are **Alabama, Colorado,**

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<sup>1</sup> The U.S. Government Accountability Office studied 20 mission growth communities and calculated an estimated military personnel and dependents gain of 340,000. In many cases, states and communities anticipate population numbers to far exceed these estimates. Report: GAO-08-665.

**Florida, Georgia, Hawaii, Kansas, Kentucky, Louisiana, Maryland, Missouri, New Mexico, New York, North Carolina, Ohio, Oklahoma, Texas, Virginia, and Washington.**

While military base growth brings a welcome economic boost, many states find themselves challenged by the responsibility of accommodating large numbers of new military personnel, dependents, contractors, and others in a very short timeframe with very little funding. This population influx creates a broad range of new challenges, including increased demands on a state's hard infrastructure ("bricks and mortar" necessities such as roads, bridges, schools, housing, and utilities) and soft infrastructure (service requirements such as workforce development and retention, health care, police and fire response, and military dependent education). To successfully address these needs, states require access to relevant data on the timing, size, and needs of the new population. In short, major challenges mission growth states face include:

- Uncertain population growth;
- Financing of infrastructure and social services;
- Workforce needs;
- Education needs; and
- Transportation needs.

Responding to mission growth calls for an organizational effort within each affected state. States should consider creating a targeted, state-level mission growth working group or augmenting an existing military affairs group to include a dedicated mission growth function. Such groups should include the following:

- Participation of high-level representatives from a wide range of state agencies, including those that address issues such as labor, transportation, education, planning, environmental protection, and economic development;
- Leadership that reports to the governor and the legislature on a regular basis;
- Engagement with the local community, military base officials, and other stakeholders through the creation of committees and working groups;
- Responsibility to develop a comprehensive plan for responding to mission growth needs with clearly identified milestones; and
- Ability to coordinate planning activities across state agencies and other relevant organizations, with multiple opportunities for updates and refinements as impact data evolves.

A well-developed mission growth working group can simplify and expedite information gathering, facilitate holistic approaches to funding and policy challenges, and serve as a collective forum for important stakeholders such as DoD, the commanders of growing bases, the congressional delegation, the state legislature, local government, higher education institutions, business interests, and the community that is home to the installation. Together, these parties can share information, develop joint strategies, and resolve conflicts.

## Background

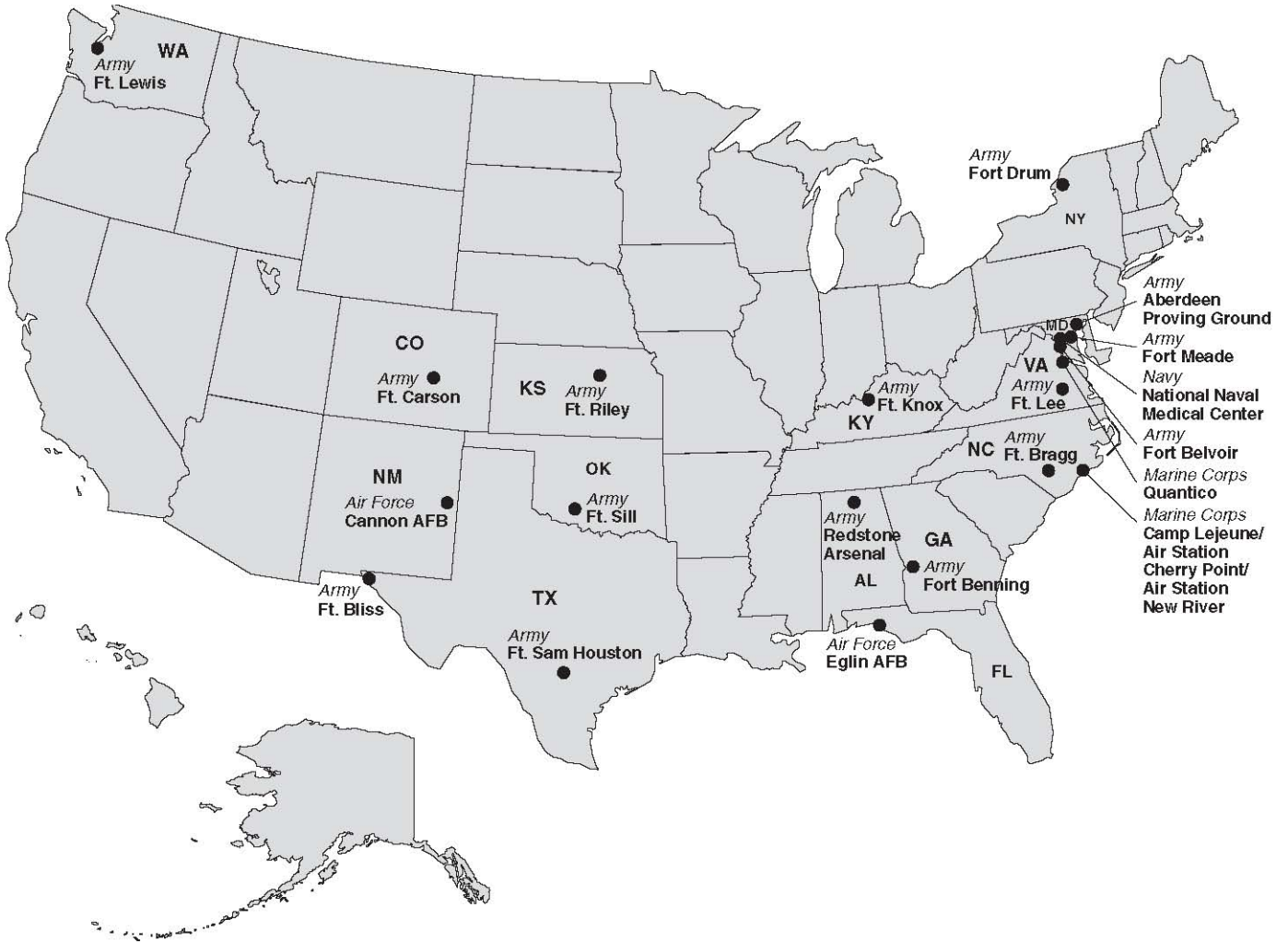
Four major military growth initiatives are underway that are changing the face of the U.S. military. Often referred to as “defense transformation,” these adjustments are intended to ease the nation’s transition from the industrial age to the information age.<sup>5</sup> These initiatives include:

- Base Realignment and Closure (BRAC): The 2005 round of BRAC is the largest to date. Under BRAC, the U.S. Department of Defense (DoD) plans to undertake closures and realignments that will entail relocating more than 123,000 personnel.<sup>6</sup> BRAC will close 24 major bases and relocate their missions and personnel to existing installations. About 20 bases nationwide will grow significantly as a result of these actions.
- Global Defense Posture Realignment: This plan will realign DoD’s overseas basing structure to better support allies and address emerging threats. It will bring about 70,000 uniformed personnel (primarily in Europe and Korea) back to the United States.<sup>7</sup>
- Army Modularity: The largest Army reorganization in 50 years, this plan will transform its force structure from an organization based on divisions to more rapidly deployable, brigade-based units by expanding from 33 brigades to 43 modular brigade combat teams. This will result in a 30 percent increase in the combat power of the active component of the force and an increase in the rotational pool of ready units by at least 50 percent.<sup>8</sup>
- Grow the Force: This initiative will permanently increase the active duty end strength by 101,000 military personnel (Army by 74,000 and Marine Corps by 27,000).<sup>9</sup>

BRAC will likely have the biggest impact on states and communities, but Global Defense Posture Realignment, Army Modularity, and Grow the Force also will bring large numbers of people to bases across the country. One estimate indicates that military personnel and dependents will increase by a total of more than 340,000 at the 20 most impacted bases.<sup>10</sup> On average, mission growth will account for a population increase of 35 percent, but at some bases, the population could double. The Army is responsible for most of the initiatives that will reassign and augment infrastructure and personnel over the next several years. By statute, the BRAC realignments (which account for a large number of the military personnel transfers) must be completed by September 2011. The other Army plans are scheduled to take place over the next several years; however, because there is no statutory deadline, it is difficult to assess the timing of that growth. Collectively, these initiatives will relocate and increase military personnel in a short timeframe, which will lead to considerable population growth on and around existing bases. The map in Figure 1 (page 4) shows most of the states with bases that will grow under the current DoD initiatives.

**FIGURE 1**

**Location of 20 DoD Communities Expecting Substantial DoD-Related Growth During Fiscal Years 2006-2012**



Source: U.S. Government Accountability Office based on Army, Marine Corps, Navy, Air Force, Office of Economic Adjustment, Map Resources (maps).<sup>11</sup>

### **Mission Growth Challenges**

States face a number of challenges in response to the mission growth associated with recent DoD initiatives. For example, states find it difficult to accurately estimate the growth in military and civilian personnel, spouses, and dependents. Another daunting task is securing the necessary funds to support this population increase. Topping the list of most pressing challenges identified are workforce development, education, and transportation.

### ***Uncertain Population Growth***

States need accurate and timely military personnel numbers to successfully plan for infrastructure needs as well as for workforce and education programs. The level of population growth, the related demographics, and where mission growth will be located within the state (and in some cases neighboring states) exacerbate an already difficult process of planning, financing, and implementing changes. This type of uncertainty – both inside and outside the fence line – has made it difficult for states and communities to prepare.

DoD and the Army have established timelines for military personnel arrival, but the evolving nature of DoD's transformation efforts can alter these plans.<sup>12</sup> DoD transformation has many moving parts, and any one delay can hold up a host of other actions. Although the Army has set up a centralized Army Stationing and Installation Plan database that estimates the number and locations of personnel being transferred, much disagreement exists over the accuracy of the personnel numbers it lists.<sup>13</sup> As DoD continues to develop and amend its realignment efforts, states and communities are left with vague and inconsistent figures regarding the increase of military personnel and their demographics that make it challenging to plan their response to growth. For example, early DoD estimates indicated that the growth of Fort Sill would bring 10,000 new residents to **Oklahoma**. That prediction has more than doubled in recent months and the state now anticipates that close to 23,000 new people will move to the area as a result of mission growth.<sup>14</sup>

### **Mission Growth Working Group**

The National Governors Association's Center for Best Practices (NGA Center) leads a Mission Growth Working Group, which consists of states that are significantly impacted by the growth of military bases. The group includes state representatives from: **Alabama, Colorado, Florida, Georgia, Hawaii, Kansas, Kentucky, Louisiana, Maryland, Missouri, New Mexico, New York, North Carolina, Ohio, Oklahoma, Texas, and Virginia**. The group is co-chaired by state representatives from **Georgia** and **Maryland**. The effort is supported by DoD's Office of Economic Adjustment (OEA). The Working Group's goal is to enhance the relationship between states, military communities, and military bases, with a particular focus on addressing growth issues outside the military fence line. The working group identified in priority order workforce development, education, and transportation as the top challenges mission growth states face. Each of these topics will be discussed in upcoming issue briefs from the NGA Center.

Without clear and accurate population numbers, states and communities struggle to plan for infrastructure needs and social service requirements. The result is a long list of hard-to-answer questions, such as:

- How many new schools and what additional education programs will be needed for children moving to the area?
- To what extent will road, highway, and bridge improvements be needed?
- How much additional off-post housing will be needed?
- To what extent will water and sewer pipelines be necessary?
- Will the local electric grid need to be upgraded?
- How many jobs will need to be filled?
- Will there be enough childcare services and facilities available?
- What type of health services will be needed?

Until states and communities have accurate population numbers with accompanying demographic information, answers to these questions will remain uncertain. As a result, state and local growth plans need to be revisited regularly and must allow for some flexibility so that the growth response can be refined as data and activities change.

### ***Financing Challenges***

States and communities also struggle to secure the funding to accommodate mission growth. Although growth will be considerable – and quite costly – in many areas, DoD and other federal agencies currently provide little financial support to states and localities to cover these resulting needs. While mission growth states and communities will certainly grow economically and benefit from an increased tax base, substantial funds are needed in advance of the population arrival to build the necessary infrastructure and social service networks to accommodate new residents.

The current credit crisis and rising costs makes financing these efforts especially challenging. Under normal circumstances, states and communities could implement bond programs or look to developing agreements with the private sector. However, the current state of the financial markets makes bonds more costly and difficult to secure. In addition, the cost to purchase building materials has risen 45 percent over the last decade,<sup>15</sup> and one recent study estimates that between 1993 and the end of 2015 highway construction costs will have increased nearly 70 percent.<sup>16</sup> Competing for scarce resources in the face of an estimated \$1.6 trillion infrastructure gap nationwide had made these obstacles even more challenging for mission growth states.<sup>17</sup>

Normally, a community grows at a gradual rate, and the growing tax base covers the need for additional infrastructure and services. But under the mission growth model, military personnel and the accompanying population relocate to the area in a very short timeframe and often in substantial numbers. For instance, the expansion of Fort Riley in Kansas will increase the population within a seven-county area between 26 and 32 percent by 2012.<sup>18</sup> In addition, Fort Bliss in Texas will grow by at least 300 percent – from 9,000 soldiers and 15,000 family members in 2005 to 38,000 soldiers and 53,000 family members in 2012.<sup>19</sup> Some mission growth funding is available to states from the federal government, but it is primarily designated as planning assistance and offers little to support bricks and mortar needs.

### ***Workforce Challenges***

Additionally, many states and communities face the unprecedented challenge of building a large and diverse workforce to meet the needs of a mission growth community. For example, **Maryland** estimates that DoD's transformation efforts will bring 40,000 to 60,000 jobs to the state in the coming years. **Kentucky** is preparing for approximately 5,000 new military and civilian jobs that will be created as a result of the growth of Fort Knox.<sup>20</sup> To meet these needs, states are working to secure a skilled and educated workforce, but several challenges exist. DoD estimates indicate that when a military civilian job is relocated, only 20 to 30 percent of the people who currently hold that job will move with their current position.<sup>21</sup> This gap means many states and communities must attract new workers for 70 to 80 percent of the incoming jobs, which entails recruitment, education, and training efforts by the state.

The collective employment demands on the community will be substantial. They also will be diverse and shift over time. Initially, there will be immediate demands for construction workers to build the needed infrastructure. Then, once the facilities and infrastructure are built, the labor needs will move to jobs that support the growing community and the specific needs of the base. For instance, the growth of Ft. Bragg in North Carolina currently requires a substantial construction workforce to build the necessary facilities on and off the base. The construction market is estimated to peak at about 6,000 jobs in 2011,<sup>22</sup> at which point jobs such as engineers, mechanics, teachers, and nurses will be in high demand.

### **Immediate Workforce Needs**

Many mission growth communities currently have a pressing need for construction workers to build new infrastructure. The construction requirements are significant, with needs for new, expanded, or renovated infrastructure both inside and outside the base. The type of infrastructure also varies and includes government buildings, housing, schools, hospitals, retail facilities, utility infrastructure, roads, and public transit.

Yet, some states and communities are struggling to meet this need. One reason is because much of the construction work on a military base is subject to federal wage requirements,<sup>23</sup> which often exceed the standard market rate offered for work on local government and private sector contracts. As a result, the limited pool of construction laborers often will choose the higher wage and work on military facilities, leaving a shortage of workers for construction activities outside the gate. Another factor influencing the availability of workers in some states has been natural disasters. This is apparent in states such as **Georgia, Louisiana, and Texas**, where Hurricane Katrina rebuilding has strained the building market and made it difficult to secure the required number of construction workers.

### **Long-Term Workforce Needs**

Once the growth infrastructure and facilities are built, a new, long-term workforce will be required. Doctors, nurses, and pharmacists will be needed to staff the hospitals and medical facilities. There will be a growing demand for teachers and counselors to work in the schools. The new retail market in these mission growth areas will require its own workforce of clerks, cashiers, wait staff, and chefs. Mission growth states, such as **North Carolina**, forecast a growing need to fill jobs such as electricians, mechanics, personal and home care aids, therapists, and security guards to name just a few.<sup>24</sup> Although these positions are part of a traditional workforce fabric,

mission growth communities face the challenge of substantially increasing these employment fields in a short timeframe.

#### Military-Specific Workforce Needs

In addition to the workforce that will be necessary for the growth in the local community, the new and increased activity on the military installation will require its own workforce. For example, the enhancement of mission at Aberdeen Proving Ground in **Maryland** includes the addition of an Army Test and Evaluation Command Headquarters and an Army Research Laboratory. These military activities will require individuals to perform chemical and biological defense work; research, evaluation, and testing of Army equipment; and communication and electronic activities. Fort Riley in **Kansas** expects a new Brigade Compact Team and an Attack Aviation Battalion, which will require additional maintenance workers, tank drivers, and infantry.

A related challenge is finding jobs for military spouses. Many military spouses who move to the area will need jobs, but their skills may not match the current workforce needs. Even skilled military spouses may face barriers to employment. For example, there may be a shortage of teachers and nurses in a growth community – positions that could be filled by spouses who work in that profession – but professional licenses may not easily transfer to a new state. Another concern is that DoD's ability to retain service members is negatively impacted when military spouses are unemployed.<sup>25</sup>

#### *Education Challenges*

The influx of new students to a mission growth community raises several education challenges. First are the infrastructure needs. Some areas will have to build new schools or enlarge or renovate existing ones to accommodate the increase in students. Constructing these facilities will be an expensive endeavor for many communities. For example, the communities surrounding Fort Bragg in **North Carolina** estimate that it will cost approximately \$300 million over the next five years to construct new schools for the nearly 5,000 new students anticipated as a result of mission growth.<sup>26</sup> There are several mission growth states that will experience large numbers of incoming students. When a military base grows, the relocating military personnel often come with school-age children.<sup>27</sup> Forty-eight percent of military members or DoD civilians have a child. Of those families, the average number of children is 1.6.<sup>28</sup>

In addition to the new or expanded facilities, additional teachers must be hired and textbooks and computers secured. Moreover, mission growth schools will need to meet the unique needs of military dependent students. Children of military families transfer schools an average of six to nine times in their lives and often miss a number of school days to spend time with a parent who will be deployed. Many schools are trying to design curricula that allow these students to make these adjustments as smoothly as possible. In addition, many schools are enhancing the counseling services for military dependent children.

States also face the challenge of developing an educational foundation that provides a direct pipeline of highly skilled defense-related workers for the future. Many states and defense communities view education not just as a vehicle to educate military dependent children, but also as a means to prepare a future workforce that will support the needs of the base. For example, some states that are home to growing bases are enhancing their science, technology, engineering,

and mathematics (STEM) programs in hopes of providing students with the knowledge they will need to meet the research and development requirements of the base. Many higher education institutions are offering similar courses, as well as providing military spouses with the skills they need to find a job once they relocate. However, creating, implementing, and sustaining these programs is often very expensive.

### ***Transportation Challenges***

Funding and building the transportation infrastructure to accommodate mission growth raises significant financing and planning challenges for states and defense communities. DoD personnel decisions may require local and state governments to reprioritize longstanding capital improvement plans. In many cases, transportation projects that have been priorities for several years have been delayed to accommodate mission growth activity. However, decreasing transportation revenues and increasing material costs make reprioritization more difficult. Timing also will be a factor. Many states estimate it will take 10 to 15 years to plan and build the transportation infrastructure they need to accommodate mission growth. However, most of the growth will occur in these areas within the next five years.

Under DoD's transformation plan, there are some missions that are relocating to a bases within a 100 miles of the current installation. Under these circumstances, it is difficult to gauge how many people will commute from their current home and how many will move closer to the new base. This uncertainty affects transportation planning because it is unclear whether roads and highways need to be built to support long-distance commuters or whether roads need to be enhanced closer to the base for an influx of relocating DoD personnel and contractors.

In some cases, the transportation challenge is complicated when the current military location has multiple transit options (rail and metro) and the new base primarily relies on roads. For example, nearly 20,000 jobs will relocate from the Washington, D.C., area to nearby Fort Belvoir in northern **Virginia**. These military personnel and workers currently rely heavily on public transit (the Washington-area metrorail system and the Virginia Railway Express). However, Fort Belvoir is not connected to the metrorail, and most people will be forced to drive to the base on roads and highways that have reached, or are operating over, capacity. Building the necessary transportation infrastructure to accommodate the nearly 20,000 people will be expensive. The Army estimates that \$450 million-worth of transportation improvements are needed to accommodate the increased traffic.<sup>29</sup>

### ***Other Challenges***

Mission growth presents a number of other challenges, including:

- Ensuring that adequate utility-related infrastructure, such as the electrical grid, gas and pipelines, and wastewater treatment facilities, exists;
- Providing housing for military personnel, contractors, and other segments of the population;
- Preventing encroachment by ensuring land use around the base is compatible with the installation's mission;
- Building health care facilities to house incoming doctors and nurses;

- Accommodating increased need for police, fire, and medical services; and
- Addressing quality of life issues (e.g., providing retail and recreation options) to make the growing military community an attractive place to live.

In addition, states will need to plan carefully so that private development does not interfere with the activities on the base and result in encroachment.

### **Organizing State Responses to Mission Growth**

To address the needs and challenges associated with mission growth, states must be prepared with a new, rapid, and large-scale organizational effort. As a critical first step, many states have created military groups dedicated to preparing the state and communities for this rapid and substantial growth. These groups serve as the collective voice of a state, to shape action and change on the local, state, and federal levels. Key elements of a state mission growth group are:

1. ***Participation of high-level representatives from a wide range of state agencies.*** A state-level working group needs to coordinate many interrelated growth elements such as labor, transportation, education, planning, environmental protection, and economic development issues. State-level mission growth groups that consist of state agency leaders in these diverse areas can identify coordinated and comprehensive strategies and solutions.
2. ***Leadership that reports to the governor and the legislature on a regular basis.*** State-level groups need to have a clear leadership structure that reports to and has the attention of the governor and legislature. This provides the group a direct and timely pipeline to the two most powerful entities in the state, which makes implementing broad-scale strategies and accessing financing easier to achieve.
3. ***Engagement and coordination of all stakeholders.*** In addition to the state, a wide range of groups are affected by mission growth, such as the regional and local community, school districts, and business interests. A good way to capture their input is to establish subcommittees and working groups under the umbrella of the state mission growth group. This provides an effective and efficient way to collect, analyze, and respond to their concerns. These state mission growth groups also serve as liaisons to the military leadership on the growing base. The base commander is a particularly important stakeholder because he or she often has information and insight that is valuable when crafting growth plans.
4. ***Development of a comprehensive plan with clearly identified milestones.*** A state-level mission growth group should be tasked with developing a comprehensive plan for responding to growth. Such a plan should reflect and complement ongoing community planning efforts and establish milestones but also allow for a certain degree of flexibility so that the state can refine its efforts as data and activities change. DoD's OEA can play an important role in this process by providing planning funds and technical assistance.

5. **Coordinated implementation of the plan.** The growth plan must be accompanied by a coordinated implementation effort across state agencies, community-level mission growth planning organizations, and other relevant entities. Because mission growth plans often change, the process should allow multiple opportunities for updates and refinements as impact data evolves. The plan should be flexible and allow for the state mission growth group to adjust to these changes.

State mission growth groups take a number of forms. Some states create entirely new mission growth entities to provide a tailored approach. Other states are adjusting the focus of existing state military commissions. These long-standing groups can be modified and expanded to serve as mission growth groups. However, in many cases, it may be appropriate to establish new organizations that include members with the particular skills and experience to addressing mission growth issues. Many states, for example, created general military groups to prepare for the possible closure of bases under the 2005 round of BRAC. A number of states have reinvigorated these groups with the new focus of addressing a growing base, rather than preventing a base from closing. The representatives on the state military commissions were often experts on the activities *inside* the fence line, such as defense strategy and military training. However, the issues related to mission growth have a significant impact *outside* the fence line. To better meet these new needs, many of these state military groups have members who are familiar with infrastructure and social services.

Most state-level mission growth groups are still evolving and do not yet have plans or milestones in place, but their long-range goals are the same: to address the growing needs of defense communities. **Maryland** and **Georgia** are leading examples of how a state can manage its mission growth efforts.

### **Maryland**

**Maryland** was quick to respond to mission growth challenges by forming a fully inclusive state subcabinet on BRAC and drafting a state-level plan. Soon after DoD finalized its growth decisions, Maryland created a high-level state military affairs group that involves all relevant state agencies and stakeholders. Equally as important, the group has a direct line to the governor.

The state's Office of Military and Federal Affairs, housed within its Department of Business and Economic Development, was created more than a decade ago in response to the effects of the 1995 BRAC decisions. The BRAC 2005 actions are expected to have a much greater impact on the state than previous rounds. Maryland anticipates the arrival of as many as 60,000 new jobs and 28,000 new households over the next three to four years.

To augment the activities of the Office of Military and Federal Affairs, Governor Martin O'Malley created an entire subcabinet in 2007 dedicated to mission growth. Established by state law, the mission of [Maryland's Base Realignment and Closure Subcabinet](#) is to "coordinate State activities and work with the federal and local governments to prepare for and accommodate incoming households and jobs while sustaining and enhancing the quality of life throughout the State."<sup>30</sup> The state's lieutenant governor chairs this state group, and its members consist of the cabinet-level secretaries of the nine state agencies most directly affected by mission growth. These are:

- The Department of Budget and Management;
- The Department of Business and Economic Development;
- The Department of Transportation;
- The Department of Planning;
- The Department of the Environment;
- The Department of Labor, Licensing and Regulation;
- The Higher Education Commission;
- The Department of Education; and
- The Department of Housing and Community Development.

Recognizing the importance of partnership with local governments to ensure that mission growth plans succeed, the BRAC Subcabinet established a Local Government Subcommittee to coordinate with local jurisdictions to identify and prioritize projects and evaluation studies. The Local Government Subcommittee is comprised of representatives from each of the nine counties in which much of the BRAC-related growth is anticipated, as well as representatives from nine BRAC growth-receiving municipalities.

The approach taken by Maryland forms a cohesive, comprehensive, and transparent process that supports the work of the governor's BRAC Subcabinet and provides stakeholder investment in the state's [BRAC Action Plan](#). The plan is intended to be a dynamic document that will continue to evolve during the next four years, as new information regarding the needs and requirements associated with BRAC is identified, collected, and analyzed. The action plan that the BRAC Subcabinet has produced includes departmental statements, a statewide action plan matrix, individual military installation matrices, the fiscal year 2008 capital budget, and BRAC legislative proposals. In addition, the law directs the BRAC Subcabinet to "supplement and disseminate information on programs and opportunities that will harmonize efforts to bring quality, long-term, Smart Growth associated with BRAC-related military installations."<sup>31</sup> The Maryland approach is that growth should not be viewed exclusively through a military lens and sees mission growth as a large-scale, statewide economic development issue.

### **Georgia**

**Georgia's** state level mission growth group is particularly noteworthy because it coordinates with the neighboring state of Alabama to better address mission growth needs. Several years ago, Governor Sonny Perdue charged the [Georgia Military Affairs Coordinating Committee](#) (GMACC) to deal with defense issues of importance to the state. One of the group's current priorities is to serve as the liaison between the communities affected by the growth of Fort Benning and all relevant state agencies. Fort Benning is located close to the Alabama border. Because its growth impacts both states and more than 10 counties – particularly with regard to transportation and schools – Georgia and Alabama have been working together to address these issues. To ensure that all state and local interests are considered, the Valley Partnership Joint Development Authority (VPJDA) was formed to facilitate a coordinated approach to growth management planning for the multicounty, bi-state region. The executive director of GMACC is an ex officio member of VPJDA. GMACC and VPJDA are working closely with the following state agencies as part of their coordinated growth management planning efforts:

- The Alabama Department of Economic and Community Development;
- The Alabama Development Office;
- Georgia Department of Education;
- Georgia Department of Transportation;
- Governor’s Office of Workforce Development;
- The Georgia Department of Community Affairs;
- The Georgia Department of Economic Development; and
- The Georgia Department of Technical and Adult Education.

#### **Other State Response Examples**

In anticipation of military dependent students moving to the state as a result of the growth of Fort Riley, **Kansas**’ mission growth organization made the education of military children one of its priorities. The state initiated its plans to address mission growth before the 2005 BRAC round was announced when the lieutenant governor, as chair of the Governor’s Strategic Military Planning Commission, initiated a Fort Riley Accommodation Task Force to prepare for the incoming soldiers, civilians, and their families. The task force coordinated state, federal, on-post, and local community efforts on housing, schools, transportation, workforce, and child care. In addition, Governor Kathleen Sebelius issued an [executive order](#) forming the Governor’s Military Council. This 24-member council is a partnership among the administration, key legislators, business leaders, and military representatives. It was formed continue to grow the military presence in Kansas, to foster cooperation between the installations and the private and public sector and to ensure Kansas is a military friendly state to the military and military families.

In an effort to support military children, the Governor’s Military Council worked closely with the state legislature to pass a law which made Kansas the first state in the nation to sign onto the [Interstate Compact on Educational Opportunity for Military Children](#).<sup>32</sup> The compact is intended to remove barriers to educational success imposed on children of military families caused by frequent moves and deployment of their parents. It facilitates seamless transitions for students to new schools by providing instant records transfer and facilitation of the student placement process, including qualification and eligibility for enrollment; student participation in extracurricular activities; scheduling; grading; and assessments.

In response to the significant growth around Fort Knox, **Kentucky** Governor Steven Beshear recently appointed the former Garrison Commander for the base to serve in the newly created state position of Special Assistant for BRAC. This position reports directly to the governor and coordinates state and federal support to local growth communities. The retired Fort Knox Garrison Commander managed BRAC activities for the base as recently as July. As a result, this individual brings a unique perspective to the state because he has a strong understanding of the military activities and growth impact of the base. In addition, a [Governor’s Task Force on Military Base Realignment](#) was created by executive order to meet specific needs related to transportation, economic development, water and sewer utilities, education, and workforce development. The task force coordinates the efforts of a number of state agencies and communities.

In **New Mexico**, the state played a key role in bringing important local stakeholders to the table. Several years ago, Governor Bill Richardson established the Military Base Planning Commission to support the military installations in the state. In response to DoD transformation initiatives, the commission also supports growth planning efforts at the community level, with individual commission members actively engaged in local growth efforts. The state played an important role in bringing two counties and two cities together to form a growth organization to address the expansion of Cannon Air Force Base. The organization includes two representatives appointed by the governor to enhance local coordination with state agencies. Efforts are underway to establish similar groups in southern New Mexico to address the growth around White Sands Missile Range and Holloman Air Force Base.

The state-level mission growth group in **North Carolina** is noteworthy because it is coordinating significant BRAC-related growth for a very large portion of the state – an 11-county area surrounding Fort Bragg and Pope Air Force Base as well as significant growth in a seven-county area surrounding the Marine bases of Camp Lejeune, New River Marine Corps Air Station (MCAS), and Cherry Point MCAS as a result of the Grow the Force initiative. The North Carolina Advisory Commission on Military Affairs, a statutory body housed in the governor’s office, is charged with advising the governor and secretary of commerce on issues essential to protecting the long-term viability and prosperity of the military in the state. The commission is composed of 21 voting members, including representatives from the growth communities, and 15 ex officio members that include the base commanders, the lieutenant governor, and key state cabinet and Council of State members. Through its strategic plan and economic impact analysis, the commission has placed top priority on addressing the current military growth issues. In addition, the state group is working closely with the two regional organizations that have been created at the local level to plan for their respective military growth scenarios: the [BRAC Regional Task Force](#) and the [North Carolina Eastern Region Military Task Force](#).

The [Texas Military Preparedness Commission](#) released an *Annual Master Plan* that contains strategies to help defense communities work in concert with installation officials to attract and retain military missions. One of the commission’s major tasks is to help the communities in the state with substantial military growth they will experience as a result of a number of current defense initiatives. The growth around Fort Bliss alone is considerable. The surrounding community is expected to gain more than 27,000 soldiers and 37,000 family members as a result of DoD transformation action.<sup>33</sup> The commission was created several years ago to preserve and expand the missions for Texas’ military installations and assist communities that have been affected by a BRAC action. Reporting directly to the governor, this office offers assistance to defense communities, military installations, and defense-related businesses.

The [Virginia National Defense Industrial Authority’s](#) (VNDIA) membership consists of individuals appointed by the governor and state legislature which provides the group a strong connection to policy and fiscal decisionmakers. Created by state statute to provide “technical assistance and coordination between the commonwealth, its political subdivisions, and the U.S. military and national defense activities located within Virginia.”<sup>34</sup> The authority includes 10 members appointed by the governor, 4 members appointed by the state’s speaker of the house, 2 members appointed by the chair of the senate rules committee, and the Adjutant General of Virginia, for a total of 17 members. VNDIA’s work is conducted through three committees:

Local Coordination, Support & Communication; Strategic Planning; and Grant Review and Oversight. The authority's mission is twofold: to assist communities to effectively respond to BRAC-related challenges and to help secure and grow military installations into the future.

The states listed above are just some of the states that have organized groups to deal with mission growth and military affairs. These commissions and task forces will continue to evolve their efforts to coordinate with DoD, the military bases, the localities, and the private sector as population numbers continue to grow.

### **Conclusion**

States across the nation value their military bases and are taking action to support the U.S. Department of Defense as it adjusts to better meet the demands of the 21<sup>st</sup> century. As DoD moves forward with its transformation goals, states and defense communities are working hard to keep up with the anticipated population growth numbers and are making progress with their plans to increase the necessary infrastructure and social services. However, the evolving nature of DoD's transformation efforts has made it difficult for many states, local governments, and communities to effectively plan for the growth.

The most significant challenge states will likely face is absorbing the large numbers of people relocating within their borders, including military personnel, military dependents, contractors, civilians, and others. The population growth will be rapid and substantial. Planning – and paying – for the building blocks of communities, such as roads, schools, utilities, housing, health care, social services, and other quality of life necessities, is a daunting challenge.

To meet these challenges, many states have formed state-level military commissions and groups to coordinate growth efforts. States understand that growth of this scale should involve all stakeholders, ranging from state agencies and the legislature to localities and the private sector. Moreover, many states view the growth not just as “military growth,” but as “large-scale economic development.” With this in mind, they have taken an integrated and multidisciplinary approach to the issue by forming military groups that coordinate state agencies such as departments of labor, transportation, education, planning, environment, economic development, etc. Many of these state military groups coordinate the activities of their state agencies and also reach out to localities and military bases in an effort to provide a comprehensive plan to absorb and support the population increases. **Maryland** is a leading example of how a state mission-growth-specific group with high-level representatives can coordinate state and local efforts to develop a comprehensive growth plan. Other states, such as **Georgia** and **Alabama**, have reached across state boundaries to coordinate their growth efforts.

**\*Acknowledgments:** This *Issue Brief* was authored by Tara A. Butler, Esq. of the National Governors Association Center for Best Practices (NGA Center). Additional writing and research support was provided by Sue Gander of the NGA Center. This material is based upon work supported by the U.S. Department of Defense Office of Economic Adjustment under Award Number RT0751-07-01.

## Endnotes

<sup>1</sup> DoD's Office of Economic Adjustment OEA is working with communities impacted by mission growth (Base Realignment and Closure / Global Defense Posture Review / Modularity / Grow the Force / Grow the Army) at over 20 military installations across the country.

<sup>2</sup> *Strategic Action Plan and Growth Impact Assessment for the Flint Hills Region*, Ft. Riley, Kansas, October 2006. Available at: <<http://www.manhattaned.org/DocumentView.asp?DID=311>>.

<sup>3</sup> Maj. Gen. Howard Bromberg, commander of Fort Bliss and the Air Defense Center and School, quoted in "Fort Bliss, El Paso Working to Adapt to Expanding Post," Jim Tice, *Army Times* (October 27, 2008).

<sup>4</sup> The states with military installations growing as a result of BRAC 2005 can be found in the U.S. Government Accountability Office map on page 4.

<sup>5</sup> Office of Force Transformation, Office of the Secretary of Defense, *Elements of Defense Transformation Guide*, (Washington, DC: Department of Defense, October 2004). Available at: <[http://www.oFortosd.mil/library/library\\_files/document\\_383\\_ElementsOfTransformation\\_LR.pdf](http://www.oFortosd.mil/library/library_files/document_383_ElementsOfTransformation_LR.pdf)>.

<sup>6</sup> Figures derived from U.S. Government Accountability Office Correspondence, "Defense Infrastructure: DOD Funding for Infrastructure and Road Improvements Surrounding Growth Installations" (GAO-08-602R), April 1, 2008. Available at: <<http://www.gao.gov/new.items/d08602r.pdf>>.

<sup>7</sup> Figures derived from U.S. Government Accountability Office, *Defense Infrastructure: High-Level Leadership Needed to Help Communities Address Challenges Caused by DOD-Related Growth* (Washington, DC: GAO, June 2008). Available at: <<http://www.gao.gov/new.items/d08665.pdf>>.

<sup>8</sup> Figures derived from U.S. Government Accountability Office Testimony, "Force Structure: Preliminary Observations on Army Plans to Implement and Fund Modular Forces" (GAO-05-443T), March 16, 2005. Available at: <<http://www.gao.gov/new.items/d05443t.pdf>>. Figures also found in Congressional Research Service (CRS), *U.S. Army's Modular Redesign: Issues for Congress* (Washington, DC: CRS, May 5, 2006). Available at: <<http://fpc.state.gov/documents/organization/67816.pdf>>.

<sup>9</sup> Figures derived from U.S. Government Accountability Office, *Defense Infrastructure: High-Level Leadership Needed to Help Communities Address Challenges Caused by DOD-Related Growth* (Washington, DC: GAO, June 2008). Available at: <<http://www.gao.gov/new.items/d08665.pdf>>.

<sup>10</sup> Ibid. The U.S. Government Accountability Office only studied 20 mission growth communities. In many cases, states and communities anticipate population numbers to far exceed these estimates.

<sup>11</sup> U.S. Government Accountability Office, *Defense Infrastructure: High-Level Leadership Needed to Help Communities Address Challenges Caused by DOD-Related Growth* (Washington, DC: GAO June 2008). Available at: <<http://www.gao.gov/new.items/d08665.pdf>>. The U.S. Government Accountability Office only studied 20 mission growth communities which are reflected in the map. However, there are other state and military communities impacted by mission growth such as Fort Hood in Texas, Fort Polk in Louisiana, Wright-Patterson Air Force Base in Ohio, Fort Leonard Wood in Missouri, White Sands Missile Range and Holloman Air Force Base in New Mexico, and various bases in Hawaii.

<sup>12</sup> Ibid.

<sup>13</sup> U.S. Government Accountability Office, *Defense Infrastructure: Challenges Increase Risks for Providing Timely Infrastructure Support for Army Installations Expecting Substantial Personnel Growth* (Washington, DC: GAO, September 2007). U.S. Government Accountability Office, *Defense Infrastructure: High-Level Leadership Needed to Help Communities Address Challenges Caused by DOD-Related Growth* (Washington, DC: GAO, June 2008). Available at: <<http://www.gao.gov/new.items/d08665.pdf>>.

<sup>14</sup> [Fort Sill Growth Management Plan, 2008](#).

<sup>15</sup> U.S. Department of Labor, Bureau of Labor Statistics, “Producer Price Index, Commodity Data – Materials and Components for Construction,” (database), September 2008. Available at: <http://data.bls.gov/cgi-bin/surveymost?wp>.

<sup>16</sup> American Association of State Highway and Transportation Officials (AASHTO), *Transportation – Invest in Our Future: Surface Transportation Policy Recommendations for the National Surface Transportation Policy and Revenue Study Commission* (Washington, DC: AASHTO, March 2007). Available at: <http://downloads.transportation.org/tif2-1.pdf>.

<sup>17</sup> American Society of Civil Engineers, *2008 Report Card for America’s Infrastructure* (Reston, VA: American Society of Civil Engineers, 2008). Available at: <http://www.asce.org/reportcard/2005/index.cfm>.

<sup>18</sup> *Strategic Action Plan and Growth Impact Assessment for the Flint Hills Region*, Ft. Riley, Kansas, October 2006. Available at: <http://www.manhattaned.org/DocumentView.asp?DID=311>.

<sup>19</sup> Maj. Gen. Howard Bromberg, commander of Fort Bliss and the Air Defense Center and School, quoted in “Fort Bliss, El Paso Working to Adapt to Expanding Post,” Jim Tice, *Army Times* (October 27, 2008).

<sup>20</sup> Office of Kentucky Governor Steve Beshear, *Press Release*, September 9, 2008.

<sup>21</sup> Estimates provided by the Civilian Assistance and Re-Employment Division, Civilian Personnel and Management Service, U.S. Department of Defense.

<sup>22</sup> North Carolina, [Cumberland County Board of Commissioners Meeting](#), May 5, 2008.

<sup>23</sup> The Davis-Bacon Act (40 U.S.C.A. §§ 276a to 276a-5) is federal law that governs the minimum wage rate to be paid to laborers and mechanics employed on federal public works projects. Available at: <http://www.dol.gov/esa/whd/regs/statutes/dbra.htm>.

<sup>24</sup> North Carolina BRAC Regional Task Force, “[Fastest Project Growth Occupations](#).”

<sup>25</sup> “Working Around the Military: Challenges of Military Spouse Employment” Research Brief, 2005, RAND National Defense Research Institute. Available at: [http://www.rand.org/pubs/research\\_briefs/RB9056/index1.html](http://www.rand.org/pubs/research_briefs/RB9056/index1.html).

<sup>26</sup> Estimates provided by the BRAC Regional Task Force, Fort Bragg, North Carolina.

<sup>27</sup> Department of Defense: [Update to the Report on Assistance to Local Education Agencies for Defense Dependents Education](#), March 2008.

<sup>28</sup> Ibid.

<sup>29</sup> Fort Belvoir 2007 Environmental Impact Statement, U.S. Department of the Army.

<sup>30</sup> Chapter 6, Acts of 2007 for Maryland; SB110, 2007 Legislative Session.

<sup>31</sup> Ibid.

<sup>32</sup> The [Interstate Compact on Educational Opportunity for Military Children](#) is available at: <http://www.csg.org/programs/ncic/EducatingMilitaryChildrenCompact.aspx>. Other states that have signed onto the compact include Arizona, Colorado, Connecticut, Delaware, Florida, Kentucky, Michigan, Missouri, North Carolina, and Oklahoma.

<sup>33</sup> *A Master Plan for the Future: Annual Report 2007-2008*, Texas Military Preparedness Commission. Available at: <http://governor.state.tx.us/files/military/masterplan.pdf>.

<sup>34</sup> Chapter 0858, Acts of 2005 for Virginia; HB 2925, 2005.