

990066

AGENCY PERFORMANCE REPORT

1998

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MILITARY AFFAIRS DEPARTMENT

AGENCY: MILITARY AFFAIRS DEPT**MISSION AND VISION:**

The Minnesota Department of Military Affairs, also known as the Minnesota National Guard, is unique among state agencies in that it has both state and federal responsibilities. Authority for the establishment of the Minnesota National Guard and some of its programs and budget activities is contained in Minnesota Statutes, Chapters 190, 191, 192, 192A, and 193. The department provides the leadership and management for both state and federal programs.

Federal Mission: As a federal entity, the 12,000 military members of the Minnesota National Guard serve as a reserve force for the United States Army and Air Force. They are subject to be called to federal active duty for extended periods of time by the President. Authority for the establishment of the National Guard is contained in Article 1 of the United States Constitution.

State Mission: As a state entity, the Minnesota National Guard provides support to local law enforcement agencies during natural disasters and other emergencies at the direction of the Governor. Other state missions include: protecting the state's investment in facilities through a facilities maintenance program; and supporting the recruiting efforts of the National Guard through incentive programs.

Community Mission: The Minnesota National Guard is also involved in community support projects throughout the state. These projects give our soldiers a chance to "give back to the community" and become role models within their communities.

The vision of the Minnesota National Guard is to successfully recruit, train and organize personnel to satisfy federal, state, and community mission requirements.

PROGRAMS	GOALS	OBJECTIVES
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Maintenance of Training Facilities

- | | | |
|---|---------------------------------------|-------------------------------|
| Maint & operate to meet operational needs | Reduce backlog (BMAR) 5%/YR | Maint BOMA standards .65/SF |
| Develop comprehensive energy mgmt program | Complete energy audits on 2 fac/YR | Use DDC in all new facilities |
| | Monitor utility consumption per SF/YR | |

Enlistment Incentives

- | | | |
|---|--|---|
| Maint Army & Air National Guard at or above authorized levels | Enlist member equal or above annual goal | Retain soldiers and airmen at or above levels in strength mgmt plan |
| Improve Diversity of NG membership | Increase diversity membership by 1% per year | Increase female membership by 1% per year |

Emergency Services

- | | |
|--|---|
| Provide timely response w/adequate forces to state emergency | Receive satisfactory ratings on customer response surveys |
|--|---|

Community Support

- | | |
|--|--|
| Maximize use of National Guard armories for youth and family programs | Seek opportunities to maximize use through Guard Our Youth program |
| Maximize use of Camp Ripley facilities for outside agencies and programs | Increase outside use by 5% per year |

EXPENDITURES AND STAFFING

Program	FY97-98 Expenditures (\$inThousands)	Percent of Total	FTE Staff Positions	Percent of Total
MAINT-TRAINING FACILITIES	\$41,503	78.18%	238	88.81%
GENERAL SUPPORT	\$1,595	3.0%	21	7.84%
ENLISTMENT INCENTIVES	\$5,746	10.82%	1	.37%
EMERGENCY SERVICES	\$3,532	6.65%	0	0%
COMMUNITY SUPPORT	\$708	1.33%	7	2.61%
Totals	\$53,084	100.00%	268	100.00%

ORGANIZATION

M.S. 15.01 includes the department of Military Affairs as a department of state government. M.S. 190.05, subd 5., states that the Department of Military Affairs "... is comprised of and includes the military forces of the state, the office of the Adjutant General, all military purposes..." Contemporaneously, the department is the headquarters for the Army and Air National Guard. Chapters 190, 191, 192, 192A and 193 of Minnesota Statutes, also known as the military code, all deal with the department of Military Affairs, the state militia, the National Guard, discipline thereof, and facilities for their activities. M.S. 190.09 states that "The Adjutant General shall be the chief of staff to the commander-in-chief(governor) and the administrative head of the military department." Because of this statutory designation, the Adjutant General acts in the capacity of a commissioner.

The service population of the department is the approximately 12,000 members of the Army and Air National Guard and, to a lesser degree, the citizens of Minnesota in times of emergencies.

As a state agency, the primary focus of the department of Military Affairs is to provide facilities (Maintenance of Training Facilities budget program) for use by the National Guard and provide enlistment incentives (Enlistment Incentives budget program) that encourage people to join the National Guard and, once a member, to remain a member. 81% of the agency's general fund budget is dedicated to these purposes. Less than 1% of the budget is dedicated to Emergency Services, however, the actual amount spent depends on the number and types of emergencies declared by the governor. Additional funds are requested on an as needed basis. Currently, about 4% of the general fund budget is dedicated to Community Support Programs. Another 15% of the general fund budget is committed to the General Support budget program that is primarily administrative in nature. It will not be discussed in this report as it is not considered one of the agency's key state programs.

In addition to the state agency, a separate and distinct federally funded structure exists that is responsible for the training, administration and logistical support of the Minnesota Army and Air National Guard in preparation for the defense of our nation. All state budget programs are aimed to support the preparation and training for the federal mission. There are 1537 federal civil service and active duty National Guard officers and enlisted personnel that directly support the approximately 9400 Army National Guard members and 2600 Air National Guard members.

In addition to the 1537 federal employees, there are 300 state employee positions dedicated to the support of training, maintenance, and administration of the National Guard. Through federal/state funding agreements, the federal government reimburses the state in various percentages for employee costs associated with approximately 2/3 of the department's employees. M.S. 190.16 empowers The Adjutant General to "cooperate with the government of the United States or any agency or department thereof in the construction, improvement, or maintenance of buildings, air bases, roads, utilities and any or all other structures or facilities required in the training, housing, and maintenance of the military forces of the state..."

WAYS TO IMPROVE PROGRAM OUTCOMES

MAINTENANCE OF TRAINING FACILITIES PROGRAM

Army National Guard Facilities

Current base levels restrict the department in providing the facilities management office sufficient funds to meet our goal of reducing the backlog of maintenance and repair by 5% each year. Our current identified backlog is approximately \$19,500,000. There are numerous un-funded requirements such as workers compensation payments, unemployment compensation benefits, insurance benefits for early retirement programs, and employee cost of living raises that MUST be funded within existing base levels. Many of our facilities are receiving only a fraction of the daily maintenance support needed to adequately protect the state's investment.

In many cases, the department has reduced the staffing levels at facilities to be able to afford maintenance and operating costs. This is often at the expense of facility cleanliness and minor repair. Currently, 5 of 61 armories have general maintenance workers who are shared with another armory and another 20 armories are staffed at less than full-time. The department is developing a centralized, computer based work order center to track and manage all maintenance and repair activities. In FY98, this center completed over 7000 work orders.

The department works aggressively to match current federal funding levels and acquire additional funds for operation and maintenance of federally supported facilities.

Air National Guard Facilities

Current base levels in the Maint-Training Facilities program also restrict the civil engineers at the two Air National Guard bases in maintaining base facilities, utilities, mechanical systems, roads, ramps, grounds and the total base infrastructure. The continued decline in resources makes it more difficult to maintain and operate the bases at the level expected to reach maximum efficiency and command expectations. Both bases have insufficient maintenance personnel to significantly reduce the backlog. They both are manned at approximately 75% of their authorized maintenance positions. Those personnel must concentrate on daily routine operations and maintenance. Routine air base maintenance is accomplished with federal (75%) and state (25%) match funds. There have been instances where the department has not been able to match an increase in federal funds because of continuous same level state funding. During Federal FY97-98, we were unable to provide the state match from our base funding to acquire an additional \$150,000 in federal funds.

ENLISTMENT INCENTIVES PROGRAM

Changes to M.S. 192.501 enacted during the 1996 session significantly improved the departments flexibility in the application of the Enlistment Incentives program. The Adjutant General is now able to more carefully tailor the incentives program to enable the MN National Guard to meet its recruiting and retention goals. The funding in this program is, however, not indexed to increases in tuition rates. The lower division tuition rate at the University of Minnesota Twin Cities Campus, which is used as the benchmark for tuition reimbursement, has increased almost 10% over the last two years and over 84% over the last ten years. It is becoming apparent that unless appropriations in this program are indexed to increases in the cost of tuition, eligibility criteria will be restricted or the amount of reimbursement will have to be reduced.

EMERGENCY SERVICES PROGRAM

The department is able to partner with and leverage all of the resources of the Army and Air National Guard. The training and equipping of the National Guard is funded totally by federal dollars. Over 1 billion dollars worth of federally owned military aircraft and other equipment is available to the governor to support the state in times of emergency. There is no expense to the state for this equipment except for operating costs, and repair or replacement if damaged during emergency operations. A well trained, well equipped National Guard is a tremendous asset to the people of Minnesota. To that end, this program is closely tied with the Enlistment Incentives program. Without success in recruiting and retention, the department may be unable to respond effectively.

This program is also closely tied to the Facilities Maintenance program. Facilities must be strategically located around the state to ensure quick response to emergencies. These same facilities also serve not only as operations centers for the National Guard but they also used as emergency shelters for civilians rescued or stranded because of natural disasters. These facilities must be in a good state of repair to serve these two needs. We will continue to aggressively pursue adequate investment in these state assets.

COMMUNITY SUPPORT PROGRAM

Military Affairs is in continual contact with service providers and with state agencies so that they are aware of the facilities available for use. We have participated in a number of meetings dealing with facility capacity and location with a number of agencies including: Department of Public Safety, Department of Corrections, Department of Natural Resources, and Division of Emergency Management.

We will continue to aggressively pursue cooperative agreements and other support arrangements that make better use of the state's tax dollars.

EMPLOYEE PARTICIPATION

During the development of the 1994 report, the Adjutant General designated key members of his staff to serve on the worker's participation committee. Members were also solicited from employee bargaining units. The committee was inactive during the initial drafting stages and until the legislative auditor staff reviewed our initial draft and subsequently briefed members of the department staff in mid July of 1994. Because of their review, substantial work was needed to bring the report into the proper perspective. The department's mission statement was modified to more accurately reflect the impact of state dollars and programs on the overall mission of the National Guard.

Once an appropriate mission statement was formulated and new supporting goals, objectives and measures were developed, a new draft packet was mailed to each member of the workers participation committee for their review and input. We felt there was not enough time to gather the committee in formal session geographical dispersion made this difficult. We gathered varying degrees of input from some committee members and molded that data into the 1994 report. Once the report was completed, each member of the workers participation committee was provided a copy for their information.

Subsequent reports have been completed by asking key employee members in each of the budget programs to comment on the goals, objectives, and measures and to provide the appropriate data therein. To the extent possible, the department has gone through department heads directly to the employees providing the services.

During the next two years, Military Affairs will attempt to more closely link the state and federal programs, data collection, and reporting. Much of the information used in this report is also used in several federal reports and programs including the Unit Status Reporting System, the Army Communities of Excellence Program, and the monthly Adjutant General Executive Team briefings. The department will also more closely link the performance report to the biennial budget program documents.

Agency : MILITARY AFFAIRS DEPT

Program: MAINT-TRAINING FACILITIES

EXPENDITURES AND STAFFING:

	<u>\$ in Thousands</u>	<u>Percent of Department</u>
Total Expenditures	\$41,503	78.18%
From Federal Funds	\$29,883	
From Special Revenue	\$679	
From General Fund	\$10,941	
Number of FTE Staff	238	88.81%

GOALS:

PROGRAM GOALS

- Maintain and operate current Army and Air National Guard training and administrative facilities to meet organizational and customer needs. (M.S. 190.11 - M.S. 190.16)
- Develop and implement a comprehensive energy management plan. (M.S. 190.11)

Three objectives and associated measures have been developed that will help the department move toward our overall goals.

1. Reduce backlog of maintenance and repair (BMAR) by 5% each year.
2. Maintain all facilities to meet Building Owners and Managers Association (BOMA) standards (\$.63/SF).
3. Develop and implement a comprehensive energy management plan.

DESCRIPTION OF SERVICES:

By statute, the Adjutant General is charged with the operation, care and preservation of existing facilities and installations on all state military reservations. This is accomplished primarily with state general fund dollars and some federal dollars in the form of reimbursements. These facilities are used by the Army and Air National Guard for military training, administration, logistical support and state emergency operations and are available for community use when not needed for military purposes.

These facilities have operating, maintenance and repair costs. When dollars are not sufficient to meet all maintenance and repair requirements, a list of backlog maintenance and repair items (BMAR) is developed. The current backlog of identified requirements is approximately \$19,500,000.

The management of department facilities and management of the maintenance and repair program is the responsibility of the Facilities Management Officer for Army National Guard facilities and base civil engineers for the Air National Guard Bases in Duluth and Twin Cities. The state is totally responsible for the operation, maintenance and repair of armory facilities. Non-armory National Guard training and logistical facilities are maintained and repaired using a combination of federal and state dollars.

BACKGROUND INFORMATION:

MEASURE TYPES: ACTIVITIES (A), EFFICIENCY (E), OUTPUT (O), OUTCOMES (OC), OTHER DATA (OD), UNIT COSTS (UC), WORKLOAD (W)

DATA BASED ON: CALENDAR YEAR (CY), FISCAL YEAR (FY), FEDERAL FISCAL YEAR (FFY), BIENNIUM YEARS (BY).

Type	Based	Measure	1995	1996	1997	1998
O	FY	Percentage of reduction of identified backlog of maintenance and repair items	8.3%	5.8%	(63.28%)	(6.58%)
UC	FY	Dollars spent annually on armory maintenance and repair per sq. ft	\$.25	\$.25	\$.25	\$.51
A	FY	Number of facilities under detailed energy monitoring	1	2	2	3
W	FY	Number of energy audits conducted in a year	12	33	2	1
UC	FY	Utility cost per sq. ft	\$.59	\$.66	\$.78	\$.63
E	FY	Utility usage per sq. ft (MBTU/SF)	91.2	101.18	98.06	74.48

PROGRAM DRIVERS:

Because the Adjutant General is charged by statute to provide and maintain facilities for the National Guard, he must also determine how many, what size and what type of facilities are needed. In addition to the need for military training our armory facilities are also a community center type facility in many communities. They also serve as a base of operations and shelters during state emergencies.

The Adjutant General is committed to maintaining armory facilities in as many communities as are need to: 1) support federal force structure and training needs, 2) quickly respond to calls to state emergency duty by the Governor and 3) support the needs of the local community. The current number (61) is no longer adequate for current Army National Guard force structure. In the last two years, additional force structure has been obtained and/or retained making it necessary to search for other facilities. A new facility has been completed in Inver Grove Heights that will relieve overcrowding at our St. Paul Cedar Street facility. The MN State Armory Building Commission has entered into an agreement to "fast track" a facility for National Guard use in Monticello. Additional facilities are being studied in the northern metro area. Normal new armory construction methods cannot be used because of time constraints. Alternative construction and/or lease opportunities are being investigated.

The number and age of facilities directly impacts all of the program goals. As facilities age, the amount of major work that must be accomplished increases dramatically. Newer facilities consume more energy as air quality issues are addressed.

Training administrative and logistical support facilities must first meet organizational needs of the National Guard. Certain types of military organizations and units have unique facility needs. For example, units occupying armories in the northwestern part of the state received updated armored vehicles. This required additional training, storage and maintenance space at each armory. This expansion and remodeling was funded by the federal government. Reorganizations seldom require armory expansion, however, in some instances, sweeping organizational changes require shifting of certain units to facilities that accommodate increases in authorized strength or equipment. Changes in aircraft or military missions within the Air National Guard often require facility modification.

With the continuing trimming of the defense budget, federal dollars for training support of the reserve components is certain to be reduced. We have already seen an increased emphasis on simulator training in both the Army and Air National Guard that likely will require modernization of some of our training facilities.

Many of our armory buildings are in excess of 50 years old. There are numerous facility related issues to deal with if we want to continue to efficiently use these facilities for their intended purpose:

* Safety, health and other regulatory concerns such as asbestos abatement, kitchen remodeling, parking lot replacement, and sidewalk replacement. Within the next few years, major costs will be incurred as air conditioning equipment is changed out to the new environmentally approved refrigerants. The confined space and lockout tag-out programs are other examples of OSHA programs that require training of workers and consume resources.

* Federally mandated accessibility standards are outlined in the Americans with Disabilities Act. Our accessibility requirements were determined by a survey commissioned by the Department of Administration (Access 92). Although money to continue our movement toward compliance is not part of our operating budget, the disability access issue is considered a major facilities management issue and has already begun to show significant improvements in toilet facilities and entrances.

*The Federal government mandated that all underground tanks be removed and/or upgrade by the end of 1998. The department is also programming removal of tanks where there are less costly alternatives available.

Goal 1: Maintain and operate current Army and Air National Guard training and administrative facilities to meet organizational and customer needs.

Objective 1: Reduce backlog of identified Backlog of Maintenance and Repair (BMAR) by 5% each year.

Measure 1 : Dollars (in thousands) spent and percentage of reduction of identified BMAR items.

	FY95	FY96	FY97	FY98	FY99	FY00
Identified BMAR	\$12,454	\$11,411	\$18,633	\$19,860	\$19,860e	\$19,860e
CAPRA \$\$	\$643	0	\$1,072	\$1,630	\$0e	\$1,000e
ADA \$\$	0	\$671	\$0	\$813	\$0e	\$0e
Capital Budget \$\$	\$400	\$0	\$122	\$1,141	\$0e	\$995e
Percent BMAR	8.3%	5.8%	(63.29%)	(6.58%)		
Reduction Actual						
Target	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

DEFINITION:

Maintenance and repair encompasses such projects as painting, plumbing, electrical upgrades, minor construction, road and parking lot resurfacing, interior remodeling, replacement of unsafe fixtures, upgrading of heating, ventilating and air conditioning systems, tuck pointing, asbestos removal, underground tank removal and other similar projects. Routine facility and grounds work performed by custodial personnel does not fall within the definition of maintenance and repair. "Identified BMAR" in the table above is the estimated dollars it would take to complete eliminate all backlog at beginning of each fiscal year.

RATIONALE:

The Army National Guard's facilities management staff continually evaluates the condition of facilities to identify maintenance and repair requirements. This results in a fluid list of the backlog of maintenance and repair (BMAR). As projects are completed, they are removed from the list. As new requirements are identified, they are added to the list. As noted on the program summary page, typically no federal support is provided for maintenance and repair armory facilities. The Army Aviation Support Facility, some logistical facilities and most of the Camp Ripley training facilities receive federal support funds in percentages that range from 75% to 100%. As reporting capabilities and additional information gathering capabilities are installed, the department anticipates being able to report on all facilities.

The BMAR list includes large projects that are appropriately supported with capital budget or CAPRA dollars. The list also contains projects that must be supported with operating budget (biennial) dollars. Since its inception the resources available from the Capital Asset Preservation and Replacement Account (CAPRA), have greatly assisted our major capital improvement program and have kept the level of BMAR from growing at a more rapid rate. CAPRA funds are dedicated to Army National Guard Facilities only. In addition to CAPRA funds, Capital Budget funds allocated to the department also help reduce the backlog. Because Air National Guard buildings are constructed with 100% federal dollars and are on federal property, they are not eligible for capital budget or CAPRA support.

DATASOURCE:

All data reported is collected from the Statewide Accounting System and from data collected and maintained at the Division of Public Works of the Facilities Management Office at Camp Ripley, MN.

DISCUSSION OF PAST PERFORMANCE:

The ability to achieve the department goals is primarily dependent on funding from all sources: biennial budget, CAPRA, Asset Preservation, ADA, and federal funds. It is difficult for the department to spend more biennial budget dollars on reducing this backlog. Only about 9% of the normal base budget can be spent on maintenance and repair. The other 91% of the budget pays mostly for utilities and personnel costs associated with daily operations.

Backlogs were initially developed as budget management tool to allow fiscal managers to manage cash flow of a business. When cash flow is restricted, maintenance is deferred and when the cash flow is greater, projects on backlog would be accomplished. Management of the department's backlog exactly parallels that of private business. When we have money over and above our operating costs, we can start to reduce the backlog. When we don't have money, the backlog grows. Most of the departments backlog exists in Army National Guard facilities which are located state wide.

Over time, maintenance and budget managers could predict maintenance costs for their operations based on the amount of square footage within their operations. The major problem with this management practice versus life cycle costing is if you don't have replacement costs figured and your square foot cost is too low, your backlog continues to grow. Reduction of the backlog will come only after recalculating operational and replacement costs and then adding an additional amount to reduce the backlog.

The large increase in BMAR from FY96 to FY97 can mostly be attributed to the department's efforts in correctly recognizing the actual backlog based on outstanding work orders. Prior to FY97, the department lacked the ability to correctly capture the total backlog and could only estimate the backlog based on historical data.

PLAN TO ACHIEVE TARGETS:

The department continues to pursue funding for investment in state facilities from the several sources listed above. Efforts have also been made to acquire matching federal funds in one-time investment programs. Personnel from the Facilities Management Office and the Division of Public Works have and continue to participate in many statewide groups (including the Statewide Facilities Management Group) and initiatives designed to comply with legislative mandates concerning spending on state facilities.

Investments have also been made in computer based systems which should help to identify and correct problems which normally, if un-corrected, would increase the backlog. To the extent that the department can continue to program preventative maintenance and identify major components prior to failure, the backlog can be controlled to controlled.

OTHER FACTORS AFFECTING PERFORMANCE:

Because of the age of many of our armories, new maintenance and repair requirements surface each year and, depending on state general fund appropriations, our BMAR list may, in fact, increase. In this instance, we would not be able to attain or make progress towards our objective.

In the case of Air Guard base facilities and Camp Ripley training and logistical facilities, there is 75% federal support involved through a federal/state master funding agreement. For example, if a given repair project at an air base is estimated to cost \$12,000, our funding agreement with the federal government says that only \$9,000 in federal funds will be committed to that project, the remaining \$3,000 must be provided by the state. If the state can only provide \$2,200, the project will not be done because no additional federal dollars will be provided. Even with the shrinking of the federal defense budget, there appears to be federal money available for the federal share for maintenance and repair of supported facilities. With a static state operating budget, we are unable to match the increases in federal dollars, so they are lost. There are times when additional federal money becomes available unexpectedly and if state dollars are not available for the match, the federal money is again lost.

Goal 1: Maintain and operate current Army and Air National Guard training and administrative facilities to meet organizational and customer needs.

Objective 2 : Maintain all facilities to meet Building Owners and Managers Association (BOMA) standards

Measure 1 : Dollars spent annually on armory operations, maintenance and repair per SF

	FY95	FY96	FY97	FY98	FY99	FY00
\$\$ Spent - ARNG Only	\$386	\$386	\$386	\$786	\$786e	\$386e
Actual						
Target	\$966	\$953	\$977	\$1008	\$1052	\$1052
ARNG	1534	1513	1551	1551	1619	1619
Thousands SF						
Supported						
\$\$/SF-ARNG	\$.25	\$.25	\$.25	\$.51	\$.49e	\$.24e
Only Actual*						
Target	\$.63	\$.63	\$.63	\$.65	\$.65	\$.65
Benchmark	\$.63	\$.63	\$.63	\$.65	\$.65	\$.65

*Note: General Fund dollars only - as install additional data gathering and reporting capabilities will report total dollars spent on all facilities regardless of source.

DEFINITION:

The measure is the state general fund dollars expended for materials, contracted maintenance, and repair costs at our armory facilities. Utilities and department personnel costs are not considered in this measure nor are they included in the BOMA standard.

RATIONALE:

The Building Owners and Managers Association, commonly referred to as BOMA, has established standard dollar amounts that should be spent annually for facilities maintenance and repair. There are a number of elements that make up those standards: HVAC (Heating, Ventilating, and Air Conditioning; electrical, structural and roof, plumbing, fire/life safety, and other maintenance supplies. According to 1998 data published by BOMA, that amount is \$.65 per square foot for materials and contracted maintenance and has been chosen as our benchmark. If dollars are not invested at this rate for maintenance and repairs, the list of identified backlog of maintenance and repair increases.

Although some state general fund dollars support operations and minor maintenance at Air National Guard facilities, the majority of those expense are paid by the federal government. Likewise, some Army National Guard logistical facilities are support by a combination of state and federal dollars. Additionally, select facilities and operations are funded 100% by the federal government. It is difficult to measure effective utilization of state dollars when federal dollars are combined at the rate of \$3 federal dollars to \$1 state dollars. These programs are driven by federal funding in federal fiscal years. For these reasons, Air National Guard facilities, Army National Guard logistical, and Camp Ripley are not included.

DATASOURCE:

The data related to expenditures and square footage supported is maintained at the Facilities Management Office and the Division of Public Works. The financial data has been taken from the statewide accounting system. The benchmark of \$.65 per square foot is published in the 1998 Building Managers and Operators Association (BOMA) report, city analysis, U.S. private sector, and the suburban Minneapolis area.

DISCUSSION OF PAST PERFORMANCE:

Maintenance can be defined by types: Scheduled, unscheduled, preventive, deferred or backlog. Scheduled maintenance is based on operating system equipment and what is required historically to maintain that equipment so it does not fail. If dollars were adequate, the maintenance community could, through life cycle costing and historical run times, have a preventative maintenance program that would insure that equipment and components are never deferred but are maintained and replaced on schedule. The BOMA standards reflect this approach. Consequently, CAPRA, ADA, and Capital Budget dollars invested are not included in the calculation of dollars spent per square foot on maintenance - they are applied to existing backlog requirements.

The increase in spending per square foot recognized in FY 1998 and FY 1999 is based on a one-time appropriation from the legislature. Subsequent reduction in FY 2000 represents return to base level funding. It is clear from the table that we have not invested sufficient dollars in the routine maintenance and repair even in the years where funding was significantly increased. Consequently, the "iceberg" of deferred maintenance continues to grow. The department would need an increase of over \$666K per year just to meet the target spending levels on Army National Guard armories.

The Air National Guard bases have had significant new facility construction in the last several years. This is due in large part to an infusion of federal dollars for new construction and major repairs. Facility maintenance at the air bases has been considered adequate, however, continued erosion of their state and federal budget for operating costs (salaries, fuel and utilities, maintenance supplies, etc.), may affect their quality of service. The state has been unable to match all federal dollars which are programmed for operations, maintenance, and repair of Air National Guard facilities.

PLAN TO ACHIEVE TARGETS:

There are several ways to reach our objective of increasing our dollar input to facilities operations, maintenance and repair:

- * First and most important is to seek additional state funding through the biennial budget process, the capital budget process and the CAPRA.
- * Seek efficiencies in energy delivery systems, by replacing obsolete heating, ventilating, air conditioning systems.
- * Reduce fixed costs to free more dollars for materials and repair.
- * Develop cooperative agreements and partnerships with other agencies and entities to reduce overhead costs borne by the department.

In the facilities business, it is not necessarily good to spend less money. It often costs more to operate and/or renovate facilities when maintenance and repair of the physical plant has been deferred.

OTHER FACTORS AFFECTING PERFORMANCE:

Because the department receives significant federal support for Camp Ripley training facilities (100%), Army National Guard logistical facilities (75%) the declining federal defense budget will compound the shortfall in state funding. The federal funding for operations and maintenance of Air National Guard facilities (75%) has actually been increasing the last several years but we are unable to provide the matching increase in the state dollars.

We have also found in new facilities construction that new air handling systems and other code related issues have increased our fuel and utility consumption per square foot. The trade-off is better indoor air quality. Air exchange requirements for rifle ranges in new armories make them an expensive training aid. Armory operating costs are 100% state supported. We are continually looking at ways to reduce these costs.

Goal 2: Develop and implement a comprehensive energy management plan.

Objective: Develop and execute a comprehensive energy management monitoring and cost management plan.

Measure 1 : Number of facilities receiving an energy audit, under DDC and utilities cost per sq. ft

	FY95	FY96	FY97	FY98	FY99	FY00
Number of audits	20	33	2	1		
Actual						
Target			5	20	5	5
Number under DDC	1	2	2	3		
Actual						
Target			3	3	3	4
Utilities costs	\$901	\$1006	\$1031	\$868		
Actual						
Utilities cost/SF	\$.59	\$.66	\$.78	\$.63		
Actual						
Utilities Usage (MBTU/SF) actual	91.2	101.8	98.06	74.48		
Target					85.0	83.0

DEFINITION:

The "number of energy audits" reflects the number of facilities receiving energy audits either by our facilities management staff or power companies.

The "number of facilities under DDC" are those facilities whose HVAC systems are controlled with direct digital controls.

The "utility cost per square foot" is calculated by dividing the total square footage supported with state general fund dollars by the dollars expended on those facilities. This measure is being replaced.

The "utility usage per square foot" is calculated by dividing the total square footage supported with state general fund dollars by the total energy expended on those facilities. Units are MBTU/SF (Thousand British Thermal Units per Square Foot). Electricity, and all heating fuels are counted in this measure.

RATIONALE:

Energy costs per square foot was determined by dividing the annual costs for heating, cooling, electricity and other utilities by the square footage of facilities supported. We were unable to determine what an optimum cost per square foot should be because of the many different types of building we manage. Data shown is only for Army National Guard armory facilities that are supported with general fund dollars in past years. This measure is a representation of energy consumption but is extremely susceptible to cost increases from suppliers.

Energy cost per square foot was used in previous Agency Performance Reports as a measure of energy usage. The high "utility cost per square foot" figure shown for 1997 reflects the high unit cost of heating fuel (natural gas and propane) during the peak winter heating periods of 1997. An energy accounting program obtained during the last two years has been used to track energy costs for the majority of DMA facilities. Significant although incomplete back history has been loaded into this database, beginning to give DMA the ability to do comparative studies of energy usage over time. The new measure titled "utility usage per square foot" is provided here and will be used in future comparisons in place of the cost per square foot figure. As this database grows, future studies will include adjustments for yearly fluctuations in temperature.

DATASOURCE:

Financial data shown in the table above was compiled by our facilities management office. The calculation of cost per square foot is a combination of the data shown in the above table and the square footage served found in the table included on the Goal 1 Objective 2 page. Square footage data is maintained by the Army Guard's facility management office at Camp Ripley. Utility costs are maintained in the statewide accounting system.

DISCUSSION OF PAST PERFORMANCE:

During the last few years, the Minnesota Army National Guard has been reviewing the usage of energy in its facilities. During the review of energy usage through audits and past history, it was determined that a plan of action was necessary if we were to contain or even reduce our per square foot energy costs. The Army Guard's facilities management office at Camp Ripley is responsible for the energy management plan for all Army National Guard facilities.

Before the department began its major building "envelope" restoration program in the mid 1980s, most of our older facilities had un-insulated roofs, un-insulated wood windows and severely deteriorating brick mortar. This situation not only resulted in roof leaks and wind blowing through windows but also caused our heating bills to be high. Funds, primarily from the capital budget and, in some biennium the operating budget, resulted in a steady improvement in those facilities. Roofs were replaced with insulated roofs, windows were replaced with insulated aluminum windows and brick facilities were tuck pointed. We saw an increase in comfort of our customers and decreases in energy consumption but not necessarily a decrease in cost because of increases in fuel prices.

Plans for energy audits in 1997 and 1998 were not successful due to resource constraints. Less ambitious, more realistic audit targets have been set for the coming 2 years. Of those completed to date, energy audits and subsequent energy retrofits have started to realize energy savings although not costs saving to this point because of the costs of those retrofits. Most retrofits are in the form of changes to lighting and ballasts and are paid for on the appropriate energy bill and amortized over several years. When payments are complete, actual dollars savings will be evident.

Several factors have had enormous impacts on energy management initiatives. These include:

*1997 was an expensive year for heating - the unit cost of natural gas and propane doubled for December and January of 1997.

*1998 appears to have been a relatively mild heating/cooling year due to limited variations in temperature extremes over the winter months.

PLAN TO ACHIEVE TARGETS:

We continue to work closely with our major power suppliers, Northern State Power, Minnesota Power, Ottertail Power and other utilities to complete energy audits of our facilities and take advantage of their energy conservation programs. Funding for the execution of the program will come from: 1) Utilities grant programs, 2) major utility rebate programs, 3) state general fund dollars, and 4) other utility sponsored retrofit programs.

We plan on conducting energy audits for all our facilities and have installed computer energy monitoring systems (direct digital control - DDC) in several facilities. One of our goals is to increase the number of facilities monitored by direct digital controls. For the first time, we can begin to determine our total energy cost per square foot so we can evaluate the outcome of our monitoring and upgrade efforts. Implementation of the energy accounting process is a key ingredient of the facility auditing process. This system is in place now to support the information needs of the auditing process.

Continuation of our ongoing project of replacing windows, tuck pointing and roof replacement will also tighten up the building envelopes.

OTHER FACTORS AFFECTING PERFORMANCE:

The results of our efforts to identify wasteful energy conditions and fix those conditions (within available funding) are always subject to varying weather patterns during the heat and cooling seasons. In addition, as new facilities are constructed energy needs seem to increase because of complex air handling systems and central air conditioning. This will show an increase in energy expended per square foot but what such a measure doesn't show is the improved working conditions for employees.

The Air National Guard is experiencing some difficulty maintaining new computerized energy management systems installed in three of their newest facilities. This problem is also becoming a problem in the newer Army National Guard facilities. Operation of physical plants, normally under the control of a plant maintenance engineer, has traditionally been the responsibility of the general maintenance worker assigned to each of our facilities. We have found that some of those employees do not have the training and/or qualifications to manage and maintain complex mechanical systems. The department does not have the resources to hire plant maintenance engineers to manage and maintain our armory HVAC systems.

Agency: MILITARY AFFAIRS DEPT

Program: ENLISTMENT INCENTIVES

EXPENDITURES AND STAFFING:

	FY97-98 (\$ in Thousands)	Percent of Department
Total Expenditure	\$5,746	10.82%
General	\$5,746	24.47%
Number of FTE Staff:	1	0.37%

GOALS:

- Maintain Army and Air National Guard strength at or above authorized levels. (No Statutes Cited)
- Improve the diversity of National Guard membership. (No Statutes Cited)

DESCRIPTION OF SERVICES:

Incentives for Minnesota citizens to join and remain in the National Guard are authorized by M.S. 192.501, enacted by the legislature in 1989 and amended by the legislature in 1993 and again in 1996. The current program includes:

* Tuition reimbursement, up to a maximum of 75%, for eligible Minnesota National Guard members for tuition paid at public or private post-secondary educational institutions. The 1996 legislature increased the maximum authorized percentage of reimbursement from 50% to 75%. Currently, the department pays a flat rate depending on the institution attended which equals approximately 62% of tuition due to current funding levels. Tuition reimbursement benefits (100%) are also provided to dependents of members who are killed while performing National Guard service within the state.

* Enlistment and reenlistment bonuses are authorized but are currently not being offered due to budget constraints.

BACKGROUND INFORMATION:

MEASURE TYPES: ACTIVITIES (A), EFFICIENCY (E), OUTPUT (O). OUTCOMES (OC), OTHER DATA (OD). UNIT COSTS (UC), WORKLOAD (W)

DATA BASED ON: CALENDAR YEAR (CY), FISCAL YEAR (FY), FEDERAL FISCAL YEAR (FFY), BIENNIUM YEARS (BY)

Type	Based	Measure	1995-96 Ave	1997-98 Ave
A	FY	Number of National Guard enlistments per year	1591	1977
OD	FY	Reenlistment percent- Army Guard	82.2%	83.5%
OD	FY	Reenlistment percent-Air Guard	91.7%	93.8%
OD	FFY	Number of minorities joining the National Guard	107	124
OD	FFY	Minorities-percent of increase in membership	6.3%	5.5%
A	FY	Number of females enlisting in the National Guard	206	422
A	FFY	Females-percent of increase in membership	2.6%	11.16

PROGRAM DRIVERS:

Maintaining strength in the National Guard is influenced by many factors. Both recruiting and retention must be strong to achieve and maintain desired strength levels. Factors that directly effect attainment of strength targets are:

1. Number of positions authorized for fill in local units. Each Army and Air National Guard unit has organizational documents that tell local commanders how many people can be members of a local unit. For example, Company A in Wadena may be authorized 140 people. If there are 140 people in that unit, adding more may not be authorized.
2. Year-end targets established by the National Guard Bureau. The National Guard Bureau is the headquarters for all Army and Air National Guard units in the United States. Depending on congressional strength limitations, strength attainment targets are given to all states. Generally, those targets cannot be exceeded. In recent years, these targets have had varying affects on maintaining strength, and in some instances, have been difficult to attain.
3. Numbers of potentially eligible people in a given geographic area. There are elements of our population eligible for membership simply by virtue of age and gender. As the target population declines, there are fewer eligible people to recruit.
4. Changing attitudes towards military membership. Societal attitudes towards military membership often effect the propensity of people to enlist because of pressures from peers, teachers, employers, families and other centers of influence. National Guard recruiters find this is often the most difficult obstacle to overcome even though National Guard membership offers tremendous opportunities over a lifetime.
5. Opportunities offered by other reserve components in the state or the active armed forces. All other reserve components and active military forces are seeking basically the same target population. Competition is keen for recruits. Because the training pay for all reserve components is virtually the same, the availability of other benefits is often a primary reason for joining one component over another. Although there are some federally provided incentives in addition to pay, no other active or reserve component in Minnesota can offer such a comprehensive, widely available, incentive program.
6. The type of unit in a given local area. For example, combat units can only enlist males because of their proximity to the battlefield. This effectively reduces the target population when compared to units that have positions that can be filled either by males or females. There has been some liberalization of position authorizations in recent years. The National Guard continues to put forth special efforts to increase female membership.
7. Between 1992 and until late 1994, the Minnesota National Guard was forced to down-size because of reductions in the number of units and the authorized level of fill. Because of our relative success in maintain high strength levels, additional force structure was added back to Minnesota since 1994. This has created numerous opportunities to enlist new people and increase the emphasis on retaining as many qualified members as possible.
8. The recruiting force has continued to expend extra efforts to make inroads into the minority community. The propensity for some minority groups to join the active forces is significantly higher than the propensity for that same group to join reserve components because the active forces offer "full-time employment".

Goal 1: Maintain Army and Air National Guard strength at or above authorized levels.

Objective 1 : Enlist new members equal to or above annual goal set in the state's Strength Management Plan.

Measure 1 : Number of enlistments and annual target.

	FED.1995	FED.1996	FED. 1997	FED.1998	FED. 1999	FED. 2000
ARNG enlistments Actual	1256	1421	1859	1602		
Target	1281	1363	1725	1600	1800	1900
ANG enlistments Actual	227	170	294	260		
Target	170	160	180	175	180	180

DEFINITION:

The number of enlistments include prior service or non-prior service individuals who enlist in either the Army or Air National Guard. The strength management plans for both elements establish targets each year for number of enlistment based on current needs to maintain current manning levels, projected changes in force structure and that number that can be reasonably recruiting with resources and personnel available.

RATIONALE:

This is an excellent measure because the primary purpose of the enlistment incentives is to cause people to join either the Army or Air National Guard. The state provided incentives are the most important tools available to commanders and recruiters.

DATASOURCE:

Records of Army National Guard enlistments are maintained in the department headquarters (St. Paul) in the automated Army National Guard personnel system (short title - SIDPERS).

Records of Air National Guard enlistments are available from the lead Air National Guard recruiter who maintain an office in the department headquarters in St. Paul.

DISCUSSION OF PAST PERFORMANCE:

Twelve armory facilities were closed beginning in mid 1992 and the authorized enlisted manning levels were reduced from 9880 to 7967. This had a detrimental and long lasting effect on our ability to gain new recruits and retain members. During the previous year, F.Y. 91, the Army Guard recruiting force enjoyed its second highest production year since its inception in the mid 1970s. After the armory closings and associated force reorganization, a number of soldiers became dissatisfied with travel distances to weekend training assemblies or changes in military jobs and decided to leave the Guard. The table shows the recovery beginning taking place in F.Y. 94 and is continuing the strong rebound into F.Y. 98.

In F.Y. 93, the National Guard Bureau directed that all Air National Guard units would reduce their manning level to 98% of authorized - this was done through attrition - and was required to meet federal budgetary restrictions. Except for that year, the Minnesota Air National Guard has maintained 100% or more of authorized strength. The tuition reimbursement program has played an important part in that success. The Air National Guard does not experience the same difficulty in maintaining strength that is experienced by the Army National Guard primarily because their units are located only in the two major metropolitan areas of the state where a large, stable recruiting population base exists. Additionally, a greater percentage of their authorized strength is employed full-time in support of the Air National Guard which requires active membership in the Air National Guard.

PLAN TO ACHIEVE TARGETS:

The Army Guard continues to utilize total quality management techniques to improve our strength position. In F.Y. 94, the recruiting and retention force analyzed participative management practices in test programs to determine their overall effect on strength. The changes in the enlistment incentives statute in 1996 has greatly assisted recruiting personnel to attain their mission. An new \$500 enlistment bonus was authorized. However, due to funding restrictions, this bonus and the reenlistment bonus, have been suspended as of October, 1998.

Both the Army and Air National Guard continue to advertise and recruiting activities that are designed and targeted to: 1) aid in the recruiting and retention of critical skill specialists, 2) attract and retain minority members, and 3) stay competitive with other military and civilian organizations who are seeking the same target population.

OTHER FACTORS AFFECTING PERFORMANCE:

Reorganizations of the Army National Guard are not complete. Because of our successes in maintaining our strength levels, two additional organizations have been added to the force structure. This means more new members must be found to fill these positions which presents a significant challenge to commanders and recruiting personnel.

The greatest impediment to increased enlistments remains the lack of individual propensity of youth to affiliate with the armed services. We also face challenges in the school systems to gain access to student so we can apprise them of our benefits and opportunities to serve.

Certain sectors of our population have difficulty qualifying for National Guard membership because of physical limitations, moral shortcomings or their inability to attain qualifying entrance test scores. This reduces the population of qualified young people and requires recruiters to extensively pre-screen applicants to avoid exhausting time and resources on unqualified people.

Because of changing world conditions and changes in the political climate in this country, the federal defense budget continues to be the target for significant reductions. These reductions have adversely impacted federal benefits offered for Guard (reserve component) members. Even though the cost of a reserve component soldier or airman is significantly less than that of their active duty counterpart, the National Guard still falls victim to shifting national priorities.

It has become more difficult to retain members of the National Guard. Even though federal and state laws protect reserve component members from discrimination by employers, the requirements of many civilian jobs make it difficult to remain in the National Guard. What used to be a standard of 1 weekend per month and 15 days of summer training (39 total days per year in uniform) has become a thing of the past. Increases in civilian and military education requirements for promotion has taken a heavy toll on those members who do not have the time to commit. Military training requirements have also increased and intensified which also often requires that additional time be spent in uniform away from a civilian job. These increased time requirements also result in family conflicts.

Goal 1 : Maintain Army and Air National Guard strength at or above authorized levels.

Objective 2 : Retain soldiers and airmen at a rate established by state's Strength Management Plan.

Measure 1 : The year end rate of retention of Army (ARNG) and Air National Guard (ANG) members.

	FFY95	FFY96	FFY97	FFY98	FFY99	FFY00
ARNG retention rate Actual	81.4%	82.8%	83%	83.9%		
Target	82%	82%	82%	82%	82%	82%
ANG retention rate Actual	95%	91.7%	91.5%	93.84%		
Target	92%	92%	92%	92%	92%	92%

DEFINITION:

The second component of a strength maintenance program is retaining (or re-enlisting) soldiers and airmen in the Guard past the expiration of their term of enlistment. Strength management plans set goals for retaining a percentage of those eligible for discharge, the "rate of retention" is the percentage of those individual who are eligible to extend their enlistment and do so.

RATIONALE:

Each person who is convinced to remain in the National Guard is one less person that recruiters have to replace. It makes more sense for our organization to keep soldiers and airmen who already have the knowledge and experience rather than have to convince a new person to join and wait years for that person to develop that knowledge and experience. In many instances, the tuition reimbursement program has an impact on retaining soldiers and airmen wishing to continue their education after their initial term of enlistment expires. The now suspended reenlistment bonus also provided an excellent way to help convince qualified members to remain in the National Guard.

Target retention rates are set by the respective Army and Air National Guard strength management plans. The retention rates shown in the table above are determined by dividing the number of soldiers and airmen re-enlisting by the total number of those eligible for discharge or separation for expiration of term of service or other "manageable" reasons.

DATASOURCE:

Records of retention for the Army National Guard are maintained by the Recruiting branch located in the Roseville Training and Community Center. Air National Guard retention record are maintained in the agency's headquarters in St. Paul.

DISCUSSION OF PAST PERFORMANCE:

The Army National Guard suffered more losses than anticipated in 1992 and 1993, due primarily to a major reorganization and down-sizing. That process caused a significant amount of turmoil within the Army National Guard. The force structure has since begun to stabilize and the Army Guard continues to retain its members at or above the established target.

The Air National Guard has enjoyed an above average retention rate, normally exceeding the established target.

PLAN TO ACHIEVE TARGETS:

Changes to the enlistment incentives statute in 1996 gave the department the flexibility to reestablish a reenlistment bonus that had been suspended since late CY 1991 and has now been suspended due to budget constraints. This has added another benefit for commanders to offer those contemplating leaving the Guard. The department will seek additional funding in the upcoming biennial budget cycle so that we can continue to pay tuition reimbursement and reinstate the bonus programs.

The Army National Guard leadership and recruiting/retention personnel have been successful in reducing the impact of force structure decisions made at the national level. Performance standards have been established that emphasize retention initiatives to improve strength levels. Because of our ability to maintain a high level of strength in the Army Guard, increases in forces structure (more units) have been authorized for Minnesota. Increased marketing efforts to sell all the enlistment (and retention) incentives are planned by recruiting and public affairs personnel.

In the Air National Guard more emphasis is being placed on retention as authorized force structure levels decline slightly. Recruiting and retention personnel will work under a team concept instead of separate entities, the common goal being to recruit and retain enough people to meet strength authorization goals.

OTHER FACTORS AFFECTING PERFORMANCE:

Some of the same factors that affect recruiting affect the ability to retain members past their initial enlistment period which is usually between 6 and 8 years. Reorganization of units, closing of facilities, changes in unit missions, family pressures, peer pressures and employment pressures are often roadblocks to retaining soldiers and airmen.

The tuition reimbursement program has a positive although limited impact on retaining members. Although use of the program is more common during first term members, pursuit of post secondary education often begins or continues into the late 20s and 30s due to career changes, requirements for military promotion or other civilian job requirements. Both the enlistment and reenlistment bonuses have greatly assisted commanders in keeping quality individuals in the Guard. However, both bonus programs have been suspended due to budget constraints.

As we seek and accept an increased role for the National Guard in our nation's defense, the time demands on our part-time members seem to increase accordingly and some members find it difficult to commit that additional time. Military and civilian educational requirements for advancement also prove to be too great when the civilian job and family come first.

Goal 2: Improve the diversity of National Guard membership.

Objective 1: Increase the number of minorities in the National Guard by 1% per year.

Measure 1: Number of minorities joined, total assigned and percentage of increase in assigned strength.

	FFY95	FFY96	FFY97	FFY98	FFY99	FFY00
Minorities joined Actual	94	107	127	121		
Target	80	85	85	97	100	105
Minorities assigned Actual	438	466	527	516		
Target	330	335	470	544	521	526
Percentage of increase Actual	6.3%	6.3%	13.09%	(2.09%)		
Target	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%

DEFINITION:

The values shown represent the combined efforts of the Army and Air National Guard.

* The number of minorities joined reflects our recruiting efforts.

* The number of minorities assigned is the total number of minorities assigned.

* The percentage shown is the percentage of increase in total minorities assigned.

RATIONALE:

To increase minority membership in the National Guard, we must recruit new members and retain those minority members we now have. The measure of the "minorities joined" reflects the attractiveness of the tuition reimbursement program. The state provided enlistment incentives are the major tools used by recruiters to influence membership decisions. The measure "minorities assigned" is needed to calculate the percentage of increase each year.

DATA SOURCE:

Enlistment statistics are maintained in the departments automated personnel system located in the department headquarters in St. Paul and at the two Air National Guard bases. The status of minority recruiting and retention is reported annually to the National Guard Bureau by the National Guard's Human Relations and Equal Opportunity Officer.

DISCUSSION OF PAST PERFORMANCE:

In Minnesota, minorities have not traditionally enlisted in the National Guard in numbers that represent their population in the community. That is not entirely from our lack of efforts. Pressure from community and peers are influence the decisions in both minority and non-minority populations.

The department shows a general increase over the last several years with a slight decrease in FY 1998. Although we feel this is an anomaly and not reflective of the efforts, there are two parts to this decline: one is fewer enlistments and the other is fewer members overall which reflects a loss of current members. It is also possible that reporting definitions may have changed which would cause these numbers to fluctuate. The department is studying the causes for decline in FY1998.

PLAN TO ACHIEVE TARGETS:

The Army National Guard has specified a group of people within the recruiting branch to focus on special markets, the minority recruiting market being one of those. The National Guard will increase their efforts to become more visible at activities in the minority community as a way to tell the story of the National Guard. We will more fully utilize the minority members that have been hired to the Army National Guard's full-time recruiting force and minority National Guard members as centers of influence to gain inroads to the black, Hispanic and Asian communities.

The Army National Guard recruiting force has, for many years, tried to increase the number of minority enlistments and officer appointments. They have used current minority members as centers of influence to gain inroads to the minority community. They have advertised in minority publications, displayed at job fairs, recruited more intensely in schools having high minority populations and been involved in numerous special efforts to recruit minorities.

Some specific examples of our recent efforts are:

- * Involvement with various cultural celebrations.
- * Established recruiting booths at various minority career fairs.
- * Maintained personal and written contacts with minority organization leaders.
- * Acted affirmatively to fill vacant positions in the recruiting retention force with minorities.
- * Placed special emphasis in recruiting current members for leadership positions, e.g. senior enlisted positions, officer and warrant officer positions. Role models are essential in our efforts to recruit and retain minorities.

The Air National Guard has started working with Roosevelt High School and their Medical Magnet Program. Roosevelt is an inner city school which attract students from other school districts because of their medical program. The Air National Guard recruiting force has also become very involved with the Hmong community in the Twin Cities area by operating a mobile recruiting office one day per week this past summer in the Lao Family Center located in St. Paul.

OTHER FACTORS AFFECTING PERFORMANCE:

The attractiveness of full-time careers in the armed forces causes minorities to enlist there in far greater proportions than those enlisting in reserve components. Reserve component duty entails 39 days per year for most individuals and does not provide enough income to be a sole source. There are always attractive opportunities available in the active forces whereas the local economy might not provide adequate employment opportunities for minority members.

Goal 2 : Improve the diversity of National Guard membership.

Objective 2 : Increase the number of females in the National Guard by 1% per year.

Measure 1 : Number of females joined, assigned and percentage of increase in total female strength.

	FED.1995	FED.1996	FED.1997	FED.1998	FED.1999	FED.2000
Females enlisted Actual	196	216	424	420		
Target			204	196	206	217
Females assigned Actual	1121	1159	1287	1432		
Target	822	810	1170	1300	1446	1461
% of increase Actual	1.5%	2.6%	11.04%	11.27%		
Target	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%

DEFINITION:

The values shown represent combined efforts of the Army and Air National Guard.

The "females joined" measure in the table above reflects our effort to recruit females.

The "females assigned" measure reflects the total number of females assigned.

The "percentage of increase" measure reflects the percentage increase in total females assigned.

RATIONALE:

Most positions in the Air National Guard can be occupied by females. This greatly enhances their ability to recruit females. Many of the Army National Guard positions are combat related and cannot be occupied by females which inhibits their ability to enlist females in certain locations.

Legislation authorizing enlistment incentives for the department requires that the department "make a specific effort to recruit and retain women and members of minority groups into the Guard through the use of the tuition reimbursement, bonus and reenlistment bonus programs". (M.S. 192.501, subd. 3 as amended). Recent amendments to that statute requires that such efforts be reported in the agency's performance report.

Although the number of females enlisted is a measure of recruiting success, the total number assigned also reflects our ability to retain females in the National Guard. If you recruit 10 new female members and 10 leave the Guard, no actual progress is made toward the objective of increasing the number of females. The Air National Guard has increased its female strength to 380. This was an increase of 29 enlisted or commissioned females for FY98.

DATASOURCE:

Records of enlistment of females in the National Guard are maintained at the department headquarters in St. Paul.

DISCUSSION OF PAST PERFORMANCE:

Both the Army and Air National Guard continue to increase the time and money dedicated to female recruiting and retention. Except for a slight down turn between 1993 and 1994, the results of that effort are shown by significant increases in female enlistments as well as increases in total females assigned.

PLAN TO ACHIEVE TARGETS:

The Air and Army Guard recruiting force continues to place special emphasis on recruiting females in those units that are authorized to accept females. The offering of the tuition reimbursement program is an integral part of their benefit package.

OTHER FACTORS AFFECTING PERFORMANCE:

The major military structure of the Minnesota Army National Guard is an infantry division. As such, a majority of the positions available are in combat units, i.e. infantry, artillery, armory, combat engineers, etc. Few positions in those types of units can be occupied by females. This continues to be a limiting factor for the Army Guard as it eliminates a sizable recruiting population (females) in some geographical areas. The recruiting branch has tried to enlist people from one area for duty in another and has found that it does not always produce satisfactory results because of travel distances and other training factors.

Agency: MILITARY AFFAIRS DEPT

Program: EMERGENCY SERVICES

EXPENDITURES AND STAFFING:

	FY97-98 (\$ in Thousands)	Percent of Department
Total Expenditures	\$6,032	9.88%
Federal Funds	\$5,310	14.45%
General Funds	\$722	3.07%
Number of FTE Staff	0	0.0%

Note: Actual biennial funding is slightly over .7% of state general funds. Numbers in table reflect federal reimbursements and additional funding provided by legislature to accomplish missions.

GOALS:

Provide timely response to state emergencies with adequate resources

DESCRIPTION OF SERVICES:

At the call of the governor, the department is able to partner with and leverage all of the resources of the Army and Air National Guard. The training and equipping of the National Guard is funded totally by federal dollars. Over 1 billion dollars worth of federally owned military aircraft and other equipment is available to the governor to support the state in times of emergency. There is no expense to the state for this equipment except for operating costs, and repair or replacement if damaged during emergency operations. A well trained, well equipped National Guard is a tremendous asset to the people of Minnesota. It has responded quickly and effectively to the governor's call on many occasions to assist and protect citizens of Minnesota.

BACKGROUND INFORMATION:

MEASURE TYPES: ACTIVITIES (A), EFFICIENCY (E), OUTPUT (O), OUTCOMES (OC), OTHER DATA (OD), UNIT COSTS (UC), WORKLOAD (W)

DATA BASED ON: CALENDAR YEAR (CY), FISCAL YEAR (FY), FEDERAL FISCAL YEAR (FFY), BIENNIUM YEARS (BY)

Type	Based	Measure	1995-96	1997-98
OC	FY	Customer satisfaction on scale of 1 to 5	*	4.9

* This is a new measure for this performance report.

PROGRAM DRIVERS :

Statutes require that the National Guard be available for state active duty when the governor orders the Guard to support local law enforcement authorities in time of civil disorder, natural disaster or other emergencies (M.S. 190.02). This program serves the Governor, the Department of Public Safety, local law enforcement agencies, and the citizens of the state in times of emergencies.

The department is able to partner with and leverage all of the resources of the Army and Air National Guard. The training and equipping of the National Guard is funded totally by federal dollars. Over 1 billion dollars worth of federally owned military aircraft and other equipment is available to the governor to support the state in times of emergency. There is no expense to the state for this equipment except for operating costs, and repair or replacement if damaged during emergency operations.

Goal 1: Provide timely response w/adequate forces to state emergencies

Objective 1: Receive satisfactory ratings on agency provided questionnaires

Measure 1: Receive at least 4 on a 1-5 scale with 5 being highest

	FY98	FY99	FY00
Receive customer satisfaction rating of at least 4 on surveys	4.9	4e	4e

DEFINITION:

Timely response is, for the most part, determined by the agencies being supported.

RATIONALE:

A well trained, well equipped National Guard is a tremendous asset to the people of Minnesota. It has responded quickly and effectively to the governor's call on many occasions to assist and protect citizens of Minnesota. Post-operation surveys recently completed by supported agencies measuring customer satisfaction with National Guard assistance showed a average rating of 4.9 on a range of 1 to 5, 5 being the highest.

DATA SOURCE:

Post-operation surveys are kept on file in the Military Support section of the Plans, Operations, and Training directorate at the headquarters offices in the Veterans Service Building in St. Paul.

DISCUSSION OF PAST PERFORMANCE:

National Guard assistance to local authorities is always in response to unplanned, emergency situations. The best evaluation of how successful we were is an intangible measure: We were called by the governor, we responded with appropriate numbers of trained personnel and equipment and protected the life and property of Minnesota citizens during a critical time.

At the direction of the governor, during F.Y. 1997-98, the Minnesota National Guard completed the following missions:

	<u>Expenditure</u>	<u>Federal Reimbursemen</u>
Flood - Miscellaneous Counties	\$5,323,83	5,309,55
Storm - Big Lake and Monticello	29,30	
Spring Flood Preparation	5,27	
Tornado - St. Peter and Comfrey	272,17	267,35
Storm - Newport	24,56	

The flood mission of 1997 was the largest mobilization of the Minnesota National Guard since the Korean Conflict and the largest state mobilization ever.

Strength	4,383 Army and Air Guard members
Total Mandays	28,037
Equipment Used	3 - UH-1 Helicopters
	2 - CH47 Helicopters (Iowa)
	250 Trucks
	93 Generators
	69 Water Pumps
Citizens Rescued	In excess of 6,300

PLAN TO ACHIEVE TARGETS:

Many steps are taken prior to emergency declarations which improve the response time by the National Guard. These include: maintaining close contact with sheriffs and other emergency service organization through membership and participation in professional organization; conducting "table top" exercises to measure effectiveness of plans and determine areas of planning that need attention; and maintaining a strong National Guard presence throughout the state with a well-developed stationing plan.

OTHER FACTORS AFFECTING PERFORMANCE:

Many factors affect the ability to respond to emergencies including:

Ability of National Guard personnel to mobilize at home station or disaster site. Travel may be difficult or restricted by destruction of roadways.

Ability of National Guard personnel to be notified. Local destruction of communications infrastructure may require mobilization of personnel in more distant areas.

Agency: MILITARY AFFAIRS DEPT

Program: COMMUNITY SUPPORT

EXPENDITURES AND STAFFING:

	FY97-98 (\$ in Thousands)	Percent of Department
Total Expenditures	\$708	1.33%
General Fund	\$708	1.33%
Number of FTE Staff	7	2.61%

GOALS:

1. Ensure that National Guard armory facilities are available for use as community and activity centers when not being used for military training.
2. Increase the use of available Camp Ripley facilities by other governmental agencies and other groups.

DESCRIPTION OF SERVICES:

- Provide **youth recreational services**, through the **Guard Our Youth** program, that utilizes 18 National Guard armories for youth recreational activities. This is a pilot program, authorized by the 1997 legislature.
- Provide **facilities and services** to several state agencies at Camp Ripley.
- **Facilities and services** at Camp Ripley to groups that provide soft-skills training for displaced homemakers making the transition from welfare to work.
- Provide environmental education and recreational **facilities and services** to youth and adults at Camp Ripley.

BACKGROUND AND INFORMATION:

This is a new budget program in the department's budget structure. It was developed to foster the department's philosophy of making full utilization of National Guard training facilities when they are not being used for military purposes and recognizes the National Guard's community service mission. National Guard facilities are located in over 60 communities in Minnesota. They represent a significant public investment in construction and additional investments on-going operating costs, maintenance and repair.

Communities have come to know our facilities as "armories", however, for the last several years, they have been designated as National Guard Training and Community Centers to mirror the department's philosophy. Many communities groups and individuals have utilized armories for years on fee basis. The 1997 legislature passed legislation and appropriated money for a pilot program specifically aimed at increasing utilization of 18 armories for youth recreational activities.

During the 1996 legislative session, Camp Ripley was designated as the "State of Minnesota Education and Training Center". That legislation specifically encourages other state agencies to utilize the superb training facilities and support structure at Camp Ripley for their training needs. Camp Ripley can be a low cost alternative to other, traditional, outside training venues. That legislation also dovetails with the department's philosophy of opening Camp Ripley for increased used by the general public and youth organizations.

The 1997 legislature also passed legislation (and appropriated money) directing the utilization of Camp Ripley facilities for soft-skills training for social service groups providing such services to displaced homemakers making the transition from welfare to work.

BACKGROUND INFORMATION:

MEASURE TYPES: ACTIVITIES (A), EFFICIENCY (E), OUTPUT (O), OUTCOMES (OC), OTHER DATA (OD), UNIT COSTS (UC), WORKLOAD (W)

DATA BASED ON: CALENDAR YEAR (CY), FISCAL YEAR (FY), FEDERAL FISCAL YEAR (FFY), BIENNIAL YEARS (BY).

<u>Type</u>	<u>Based</u>	<u>Measure</u>	<u>1997-98</u>
A	FY	Number of hours of youth programming at armories	8716
OC	FY	Number of youth served at armories	63,190
OC	FY	Number of civilian man-days used at Camp Ripley	395,683

PROGRAM DRIVERS:

1. Community youth organizations who offer or would like to offer youth recreational programs are in need of facilities. The National Guard has 61 publicly owned armory facilities that are under-utilized in some cases and available for youth recreation.
2. In many communities, there is a need for formal or informal recreation opportunities for "at-risk" youth that often are not involved in traditional activities offered through schools or other recreation providers.
3. Camp Ripley presents an economical alternative for other agencies of state government to conduct training or other operations. Significant infrastructure exists to support any size of operation, including permanent location of some agency operations. Sharing the excess capacity of existing infrastructure reduces agency operating and training costs.
4. Camp Ripley facilities also provide an excellent venue for training and environmental activities for adults and youth from across the state. The 53,000 acre game refuge and its supporting facilities presents a unique setting for retreat type activities and environmental programs.

Goal 1: Ensure that National Guard armory facilities are available for use as community and activity centers when not being used for military training.

Objective 1: Seek opportunities that will maximize use of National Guard Training and Community Centers (armories) for youth and family programs - the Guard Our Youth program.

Measure 1: Number of hours of youth activity programming and number of youth served.

	CY 1998	CY1999	CY2000
Hours of youth programming	8716	4650 est*	*
Number of youth served	63,190	34,122 est*	*

* Program has not been funded beyond FY98-99

DEFINITION:

The number of hours of youth programming in the 18 pilot armories and the number of youth served during those hours. Because this is a new program that began programming in December of 1997, no benchmarks could be used. Each armory has varying hours available for youth activities because of other uses.

RATIONALE:

The Guard Our Youth program was developed to take advantage of existing armory facilities that are under-utilized during weekday after school hours. This measure reveals the utilization of those facilities.

DATA SOURCE:

Program statistics collected by Youth Program Coordinators from program providers, reported to the department headquarters and maintained in a database at that location.

DISCUSSION OF PAST PERFORMANCE:

There is no past performance to report - program is a 2-year pilot that was funded beginning in F.Y. 1998.

PLAN TO ACHIEVE TARGETS:

Youth Program Coordinators are responsible for seeking youth recreation program providers to fill the schedule of available hours at each location. When providers cannot be found to fill certain available hours, coordinators plan and conduct self-initiated programs. Coordinators aggressively market the Guard Our Youth program in pilot communities. The program director also markets the program by becoming involved in youth organizations, conferences and other forums at a state level.

OTHER FACTORS AFFECTING PERFORMANCE

Some armory facilities are already being heavily used by community organizations. The department has been reluctant to significantly change use patterns in some facilities because of our commitment to serve a variety of community needs. In some instances, commitments have been made to communities because of their level of financial involvement in the construction of the armory.

Armory facilities in the metropolitan area are, in some instances, harder to fill because of the availability of numerous other facilities or opportunities for youth recreation. Armory facilities in greater Minnesota have experienced a greater amount of use. The "temporary nature" of the program (a 2-year pilot with a sunset) has caused a nearly 50% turnover in coordinator staff. This has caused some temporary lapses in facility usage.

Goal 2: Increase the use of available Camp Ripley facilities by other governmental agencies and other groups.

Objective 1: Seek partnerships with state agencies and other non-military groups to increase the utilization of Camp Ripley facilities by 5% per year.

Measure 1: Number of state agencies and non-military groups utilizing Camp Ripley.

	CY 98	CY99	CY00
State agencies with a permanent/semi-permanent presence at Camp Ripley	3	4e	5e
Number of pilot programs taking place at Camp Ripley	2	3e	4e
Number of non-military "man-days" of use of Camp Ripley	Fed FY97 183,904	Fed FY98 211,779	Fed FY99 222,368
			Fed FY00 233,486

DEFINITION:

The "number of agencies" represents agencies that have established Camp Ripley as the base for agency programs.

The "number of pilot programs" represents state pilot programs utilizing Camp Ripley facilities.

A "man-day" is 1 person using Camp Ripley facilities for 1 day.

RATIONALE:

Camp Ripley is a 53,000 acre, state-owned, military reservation with a significant amount of infrastructure and capacity to serve certain needs of non-military customers. Training areas and logistical support facilities already exist at Camp Ripley and are suitable for operational requirements of other state agencies. These agencies or parts thereof can economically co-exist with military users and seldom compete for physical resources. Existing facilities negate the need to construct duplicate facilities. Because of the multitude and variety of facilities at Camp Ripley, concurrent use by military and non-military customers is often possible. There are periods when there is little or no military use, making nearly all facilities available for citizen. Use by individual citizens is not practical, however, organized groups with leadership can be accommodated at certain times. These new customers help pay some of the fixed costs associated with operating a small city.

Although the goal of 5% per year increase has been established, department managers have not been able to actually determine the upper limit for civilian use. Camp Ripley personnel are currently conducting a staff study to make that determination.

The number of agencies utilizing Camp Ripley goal represents the goals for marketing this facility and the realization of necessity for cooperation and funding. Likewise the pilot program goal represents the estimate of programs manageable within current manning constraints.

DATA SOURCE:

Data is available at the office of the Camp Ripley commander, operations division.

DISCUSSION OF PAST PERFORMANCE:

Recognizing the potential utility of Camp Ripley facilities for non-military customers, the 1996 Legislature designated Camp Ripley as the "State of Minnesota Education and Training Center". This laid a formal foundation for the department to continue to seek increase utilization of Camp Ripley facilities by non-military customers. Such use has been occurring for a number of years with this legislation drawing further attention to concept of sharing resources. Our first "major" agency customer became **the Department of Natural Resources** as they established Camp Ripley as their training center for conservation officers. Their enforcement training headquarters is now located in an under-utilized headquarters building. Not only did this make economical sense for their department, has provided unique training opportunities not available elsewhere in the state.

Beginning in 1998, **the Department of Corrections** has established a minimum security adult corrections program at Camp Ripley at a significantly reduce per diem rate that could be achieved in other locations. That department has also established a youth program at Camp Ripley designed to serve youth involved in the criminal justice system or heading in that direction. They have also found the Camp Ripley facilities to be economical and well suited for such youth programs.

PLAN TO ACHIEVE TARGETS:

Following the direction intended by 1996 legislative action, and because of the positive experiences with these agencies, we continued to seek transient customers and other permanent tenants. In 1999, the Minnesota State Patrol will begin construction of their training center adjacent to the existing Education and Training Center. This will relocate their training activities from Arden Hills to Camp Ripley. The patrol has conducted their last 2 rookie schools at Camp Ripley with much success.

OTHER FACTORS AFFECTING PERFORMANCE

Because the facilities at Camp Ripley were constructed and are maintained for military training, those activities have priority over civilian uses. There are numerous time when no military training is taking place and, with proper advance scheduling, conflicts are minimized or eliminated.

One of the advantages of Camp Ripley is location. It is centrally located in central Minnesota and easily accessible by auto. Camp Ripley has a 5000 foot asphalt runway that can accommodate many type of smaller aircraft but not typical commercial airline traffic.

GLOSSARY

ADA	Americans with Disability Act
ANG	Air National Guard
ARNG	Army National Guard
BMAR	Backlog of Maintenance and Repair
BOMA	Building Owners and Managers Association
CAPRA	Capital Asset Preservation and Replacement Account
DDC	Direct Digital Control
FISP	Federal Installation Support Plan

APPENDIX

Agency Information Regarding Report Development and Employee Participation

This report was developed without involvement of a formal "employee participation committee". Employees from budget program areas we actively involved in refining objectives, measures and data collection. Several meetings have been held with key budget persons to refine the accounting structure and more closely align it with business processes.

Data collection still remains a difficult issue for our department. To the extent that we are able, state employees participate in the formulation of federal strategic plans. Further complicating meaningful measuring is the infusion of federal dollars based on federal programs related to our facilities management program. We have tried to provide a report that truly reflects our performance in key agency programs that are funded with state general fund dollars.

Even though the department has five budget programs funded with general fund dollars, only four were considered to be "key agency programs": Maintenance-Training Facilities, Enlistment Incentives, Emergency Services, and Community Support. The General Support Budget program simply provides management and technical services in support of the key agency programs. A new program was developed - the Community Support Program. This program consists of three activities, two of which are new initiatives begun in 1998.

Another challenge facing the agency with reference to this report is to use it as an internal management tool. Great emphasis is placed on reporting on the federal side and some of this data is relevant to this agency performance report. However, much of this reporting deals with federal programs which are not managed through or with state general fund dollars.