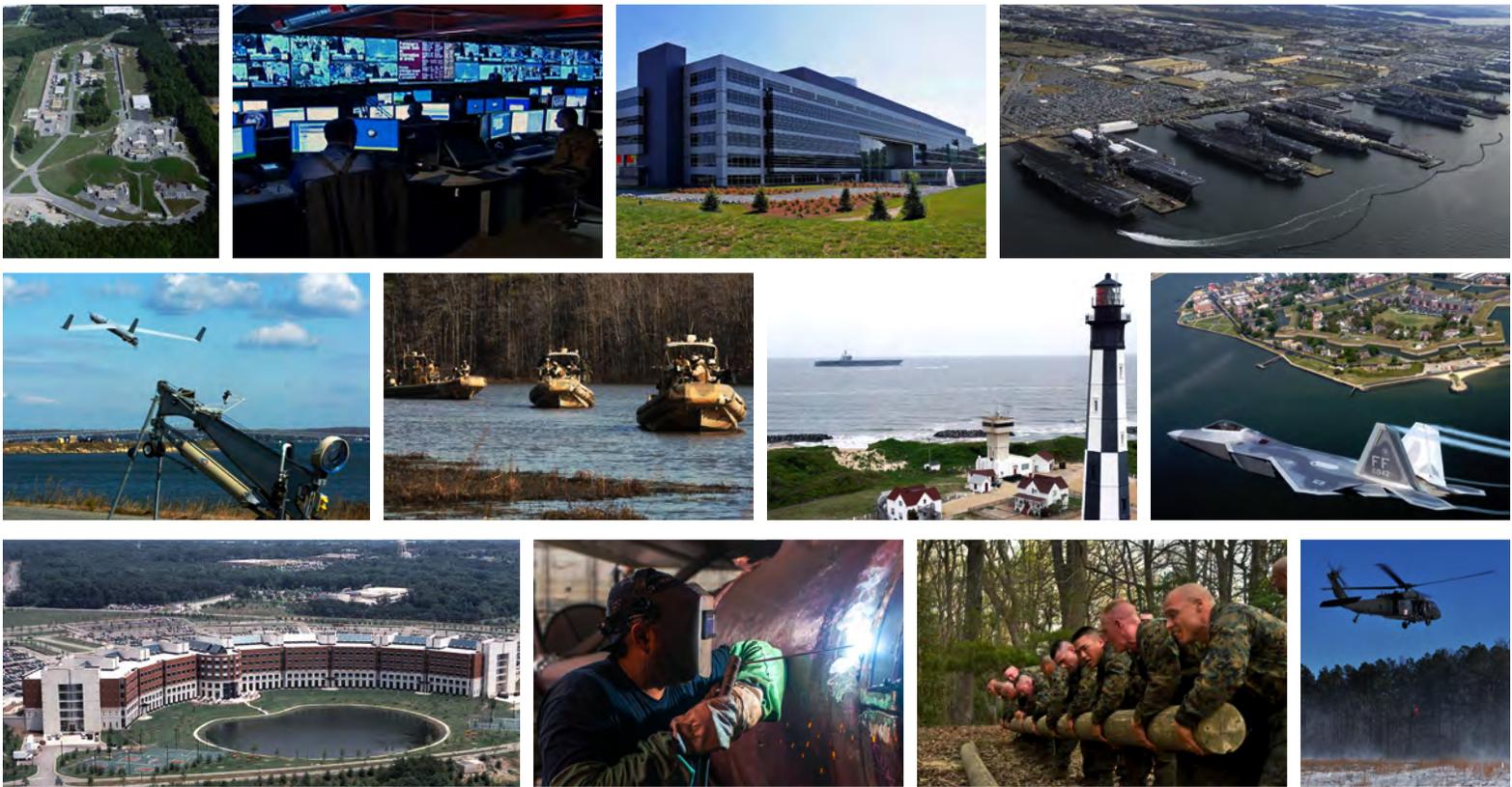




Growing the Military Mission in the Commonwealth of Virginia

2019 Strategic Plan



Presented by the Secretary of Veterans and Defense Affairs

January 2019



COMMONWEALTH of VIRGINIA

Office of the Governor

Carlos L. Hopkins
Secretary of Veterans
and Defense Affairs

Fellow Virginians,

The Commonwealth of Virginia is the most important state in the union with respect to national defense. This includes not only the \$102 billion in economic impact generated by the defense industry, but also the vast array of missions supported and executed across the Commonwealth. From the shipyards in Hampton Roads, to the training and education opportunities at Quantico, to the amazing collection of missions at Wallops Island, to the critical intelligence missions at JBLE-Langley, to the Pentagon, and to the critical munition components generated in Radford, Virginians have always answered the call to serve our great nation.

As the Secretary of Veterans and Defense Affairs, and a veteran, I fully support the effort to Grow the Military Mission in Virginia. This effort began with the previous administration, and the successes have been real and tangible. From a new Whole of Government Center of Excellence at the College of William and Mary, to improved transportation conditions near installations, to increasing our share of DoD's MILCON budget, we have bolstered the Commonwealth's important role in the defense of our nation. With this effort, we are updating our strategic plan to grow the military missions and I look forward to additional installation and community successes. This is a living document, to be continually updated to reflect the latest in Virginia's opportunities to increase our missions, care for our veterans and their families, and maximize the defense industry and our assets.

From our great citizen soldiers and airmen of the Virginia National Guard, who live in every one of our 95 counties and 38 independent cities, to our active duty and civilian military and homeland security professionals, and the tremendous industry partners all across the Commonwealth, every community was represented in this process.

I want to thank the leadership of our installations and their communities for the countless hours of dedication, thoughtful input, and enthusiasm for this effort. I also want to thank our congressional delegation for coming together in a bipartisan and bicameral way to support this initiative. I am very proud of this effort and am looking forward to implementing the recommendations in this document.



Sincerely,

Carlos Hopkins



BEST WARRIOR COMPETITION, FORT LEE, VIRGINIA

Introduction

The Commonwealth of Virginia is the preeminent contributor to our Nation's defense. In FY 2016, these contributions generated over \$100 billion in total economic impact and supported nearly 885,000 direct, indirect, and induced jobs across the Commonwealth. In ongoing recognition of these impacts, this 2018 update to the Strategic Plan to Grow the Military Mission in the Commonwealth is a continuation of the efforts which began in 2014 and charts a course for Commonwealth-wide efforts in the coming years. This plan is a direct result of the diligent work of the Secretary of Veterans and Defense Affairs and the leadership of Virginia's military installations and their communities. This plan positions the Commonwealth to better posture and advocate for additional military missions, as well as continued reinforcement and support to the active-duty, reserve component, Department of Defense (DoD), civilian, veteran and dependent populations.

The success garnered by the Commonwealth over the last five years has set the standard for which other states aspire. The 20 recommendations set forth in this plan are a result of careful validation of the strengths, weaknesses, opportunities, and threats (SWOT) our installations face. We employed a diverse team of subject matter experts

with the ideal mix of experience to assess, analyze and recommend the most impactful opportunities for the Commonwealth to pursue. Each of the installations visited has its own unique SWOT write-up in the appendices. There are multiple recommendations associated with each individual installation, though not all ascended to warranting state-level item action.

The layout of this document is straight-forward. We first layout the pertinent context of the National Military Strategy and the implications for Virginia. Second, we detail the background of any future Base Realignment and Closure (BRAC) actions and assess potential implications to the Commonwealth. Third, and most importantly, we highlight the recommendations the Commonwealth should continue pursuing and add new opportunities for the near term.

Defining success in the area of Growing the Military Mission is clear cut. The Services, their installations, the communities and states all compete for the privilege of hosting missions. No state has done better than Virginia in the past, but we cannot rest on previous successes. It will take sustained leadership and action to continue to set the standard for the nation.

2018 National Defense Strategy

It has been nearly a decade since the Department of Defense issued the last National Defense Strategy (NDS). Much has changed in ten years. The Trump administration published a new National Security Strategy in December of 2017 which provides the overarching framework for the National Defense Strategy. The FY18 NDS shifts focus from asymmetric threats imposed by terrorist organizations like ISIS and Al-Qaeda, to what is being termed “revisionist powers” (major military and economic competitors, primarily Russia and China) and “rogue nations” (primarily North Korea and Iran). In some ways, this NDS emulates those from the 1990’s that centered on two “major theater wars” (MTWs) and what end strength and force structure the DoD needed in order to execute two, nearly simultaneous wars. The FY18 National Military Strategy (NMS) is classified, which is not always the case. Taken together, the NDS and the NMS define the war fighting requirements that will drive force structure, end strength, and budgets for the foreseeable future. Follow-on guidance from the military departments is anticipated to support implementation of the NDS and NMS. In fact, the Navy has already released *A Design for Maintaining Maritime Superiority 2.0*. This document, released December 2018, has been updated to align with the NDS and NMS, and included within is specific direction that will directly affect the Commonwealth.

The FY18 and FY19 President’s budgets for the DoD increased base funding substantially. When combined with the Overseas Contingency Operations (OCO) funds, the budgets for FY18 and FY19 were \$686.1 billion and \$716B, respectively. Each military service requested additional personnel end strength (15,500 in total) for active duty and reserve components, as well as enhanced war fighting capability by modernizing and increasing the number of ships, tanks, airplanes, and associated defense

systems (i.e. total force structure). While this NDS and NMS do not address the need for Base Realignment and Closure (BRAC), they do reiterate the need to “create infrastructure efficiencies” through facility consolidations and a “shrink from within” approach by increasing the demolition funding lines within the O&M budgets.

The former is alarming because the Department will make these “strategic basing and consolidation decisions” internally and without public review or input as has typically been the case with previous BRAC actions.

While the FY18 and FY19 DoD budgets are showing substantial increases across all programs, provisions of the Budget Control Act and Sequestration remain in play until FY22. This “stop and start” funding phenomenon creates huge inefficiencies, budget uncertainties and keeps those doing business with the DoD off balance — especially military communities trying to improve the mission viability of their installations by investing state or county dollars directly into their bases. Whether Congress will revise or eliminate the Budget Control Act is yet to be determined, but it is very likely that DoD budgets will flat-line after FY19. Previous Secretary Mattis

messaged Congress that he would not seek budget increases after FY19 and rely instead on efficiencies and other cost saving approaches to acquiring new equipment that will make the Department more cost-effective in all program areas. In parallel with the Secretary’s “efficiency” mantra, the NDS includes creation of a Chief Information Officer (CIO) with responsibilities to reform and streamline DoD processes and programs. In fact, this position has already been filled and relieved, an indication of the seriousness with which he viewed the importance of achieving efficiencies. And for the first time this NDS includes direction to pursue Shared Services and other third-party investments (i.e. Enhanced Use Leases and Energy Savings Performance Contracts) that can drive



This National Defense Strategy includes direction to pursue Shared Services and other third-party investments (like Enhanced Use Leases, and Energy Savings Performance Contracts) that can drive down the O&M costs of the Military Departments



down the O&M costs of the Military Departments. While there may not be a request for a BRAC in the 2019 President’s Budget, these cost saving directives and third party investments set the stage for BRAC authority and justification in the near future. It should be no surprise that cost savings and payback will remain primary decision criteria for determining what military installations will be put forward for closure or realignment in the next BRAC.

The change in the NDS focus from asymmetric threats to major competitor nations like Russia and China will also affect the war plans that each Combatant Commander (COCOM) will be revising. Changes in these war plans will drive new or increased resource allocations for the Army, Navy, Marine Corps, and Air Force. In addition

to the foundational programs that keep the Military Services operational, the FY19 NDS highlights programs that will be given greater significance such as cyber security, missile defense, nuclear deterrence, readiness, and modernization.

While the NDS recognizes the importance of new technologies, (i.e. autonomous systems and artificial intelligence) the search is no longer for the holy grail of a technology offset strategy. Instead the focus is on global and rapid maneuver capabilities of smaller, dispersed units to “increase agility, speed, and resiliency ... and deployment ... in order to stand ready to fight and win the next conflict.” The goal is to make the military more “lethal, agile, and resilient.”

Following are those programs that have been singled out in the NDS for increased focus and funding:

Build More Lethal Force Through Modernization

Key budget priorities for investment from FY 2019 to FY 2023

 <p>Nuclear forces: Modernize Nuclear triad, Including Command, control communications and supporting infrastructure; develop options to counter competitors’ coercive strategies</p>	 <p>Space & Cyberspace: Invest in resilience, reconstruction and operations to improve capabilities in space</p>
 <p>C4ISR: Invest in resilient federated networks & information ecosystems from tactical level to strategic planning; capabilities to gain and exploit information, deny competitors access and enhance attribution capabilities to hold actors accountable for cyber attacks</p>	 <p>Advanced autonomous systems: Invest in military application of autonomy, artificial intelligence and Machine learning; rapid application of new technologies to maintain a competitive edge</p>
 <p>Missile defense: Invest in layered missile defenses & disruptive capabilities</p>	 <p>Joint lethality in contested environments: Strike diverse targets in adversary air and missile defense networks to destroy mobile power-projection platforms including close combat lethality</p>
 <p>Forward force maneuver & posture resilience: Transition to small, dispersed, adaptive infrastructure to improve maneuverability in all domains</p>	 <p>Resilient and agile logistics: Invest in prepositioned forward stocks and munitions, strategic mobility assets, and partner and allied support to ensure logistics sustainment in conflict</p>



116TH BSTB SHADOW UAS DETACHMENT CONDUCTS FIRST FLIGHT AT FORT A.P. HILL IN VIRGINIA

Embedded within the “Advanced Autonomous Systems” are the emerging threats from non-friendly unmanned aerial systems (UAS) especially the smaller Class I, II, and III UASs. How to detect, engage, and destroy swarming UASs has developed into the Counter Drone Initiative and this will continue to be a growth industry and need for the DoD. The FY19 Budget addresses these investments (without budget or programmatic details) and signals DoD’s intent to robust funding for small unmanned aerial vehicle (UAV) technology development in FY19 and out-years. Moreover, the President’s Budget emphasizes data exploitation and management (again without budget or programmatic detail) indicating the need for additional ground-based facilities like Distributed Common Ground System — “Command,

control, communications, computers and intelligence, surveillance, and reconnaissance (C4ISR). Investments will prioritize resilient, survivable, federated networks and information ecosystems from the tactical up to the strategic level. Investments will also prioritize capabilities to gain and exploit information, deny competitors those same advantages, and enable the DoD to attribute non-kinetic attacks and to hold accountable adversaries attempting to exploit deniability.”

Playing to the strengths of those military installations within the Commonwealth is the necessity for the DoD to maintain, sustain, and enhance military readiness through improving ranges and airspace. Not only does the FY18 NDS emphasize this need, the FY19 National

Defense Authorization Act debated by the House and Senate includes language requiring the Pentagon to: prepare and implement a strategic plan for addressing deficiencies in the ability of the military’s training ranges to support readiness requirements needed to carry out the National Defense Strategy. The Senate provision, section 2832, first requires the DoD to evaluate:

- The adequacy of existing training ranges, including “the ability to train against near-peer or peer threats in a realistic 5th generation environment”; and
- The adequacy of current training enablers to meet current and anticipated demands of the armed forces.

The strategic plan would include:

- Proposals to enhance the capabilities of ranges to address any limitations on existing resources, including “climatically induced impacts or shortfalls”;
- Goals and milestones for tracking actions under the plan; and
- Projected funding requirements for implementing the plan.

Virginia military installations enjoy some of the best military training ranges in the DoD and installations like NAS Oceana and Joint Base Langley/Eustis continue to exploit Readiness and Environmental Protection (REPI) and other mechanisms to control and reduce mission impacts from encroachment.

Taken together, the increases in funding, manpower, and force structure along with a focus on agility and lethality will offer a myriad of opportunities for the private sector and communities doing business with military departments. Military installations that can show added strategic value, cost efficiencies, and fewer limiting factors (like encroachment, unencumbered air space, and

room for expansion) will be favored candidates for new and expanding missions. Aside from taking advantage of third party know-how and investments the FY18 NDS speaks consistently about optimizing the “joint force” — in essence more effectively integrating the war fighting capabilities of the Army, Navy, Marine Corps, Air Force, and Coast Guard. A logical outgrowth of this mandate, and

also discussed in the FY18 NDS, is the idea of integrating “whole of government” capabilities to reduce redundancies across all federal departments and to strengthen partnerships with the private sector and universities. Virginia is already moving in this direction with the Whole of Government initiative at William and Mary, but taking these lessons learned and applying them to real life situations and efficiencies at Virginia’s military installations will be the next challenge.

In summary, the 2018 NDS (in conjunction with the NMS, DoD budget submissions, and follow-on department-specific strategic guidance) charts a course of action across the Future Years Defense Program to increase manpower, readiness, and modernization for all the military departments. It emphasizes greater participation and partnerships with the federal government, the private sector, and local governments

to optimize capabilities and reduce costs. Consolidation of infrastructure, increased demolition funding (shrinking from within) along with constant evaluation of options to integrate force structure is what we can expect, and this will offer challenges and opportunities to states and local governments in every military community. Understanding all these “moving parts” and supporting the new direction the DoD plans to pursue will bode well for the Commonwealth. Coming to the table with innovative solutions and resources to help the DoD meet the NDS direction and expectations will position Virginia to take advantage of new or expanding missions.



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Base Realignment and Closure — Background

The purpose of the BRAC process is to enable the DoD to realize efficiencies by closing and realigning infrastructure and personnel consistent with the NDS. The BRAC process is guided by the Defense Base Closure and Realignment Act of 1990 as amended through the Fiscal Year 2005 National Defense Authorization Act (NDAA). Implementation and savings or “payback” are required to occur within six years.

The DoD has completed five BRAC rounds in the past 30 years. In 1988 there were 16 major closures; in 1991, 26 major closures; in 1993, 28 major closures; in 1995, 27 major closures; and in 2005, 33 major closures. More than 350 installations have been closed in the first five BRAC rounds. Over that same period, the Defense Department realigned 55 major bases and closed or realigned an additional 234 minor installations. The FY05 BRAC process impacted about 997 facilities in the United States and relocated over 123,000 personnel.

The Government Accountability Office (GAO) estimated the 2005 BRAC round cost \$35 Billion to execute and will save \$4 Billion in net annual recurring savings.

In the final report submitted to the President by the 2005 BRAC Commission, it recommended the next round of BRAC begin in 2015 with future BRACs every eight to 12 years, immediately following a Quadrennial Defense Review (QDR).

As a result of the FY11 Budget Control Act (BCA), the Pentagon slashed almost \$1 Trillion in spending as it scaled down its force structure to accommodate the stringent spending caps imposed to reduce the national deficit. Budget cuts fell particularly hard on installations, delaying routine maintenance, renovation and modernization, as well as quality-of-life services for personnel and their families.

Starting in the FY13 President’s Budget Request to Congress, the DoD has requested a new BRAC round each

year for six consecutive years. After previous Secretary Mattis was unsuccessful in convincing the House and Senate Armed Services Committees to authorize a BRAC round in the 2018 NDAA, the Trump Administration decided to temporarily suspend requests for a new BRAC round in the FY19 budget request.



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The DoD justification for a BRAC round has been based primarily on analyses of excess capacity. Congress directed the Defense Department to conduct an updated capacity analysis via the FY16 NDAA, which is typically a precursor to authorization of a BRAC round. In March 2016, the DoD released their updated Infrastructure Capacity Report. The report indicated the Army estimated 33% excess, Air Force estimated 32% excess and the Navy estimated 7% excess capacity. The DoD issued an updated Infrastructure Capacity Report in October 2017, and the excess capacity numbers remained unchanged.

Before the Pentagon takes any action to evaluate military installations for closure or realignment, Congress must first authorize BRAC through legislation in the annual NDAA. Traditionally, the DoD would officially request authorization for a BRAC round in the annual budget submission and the Secretary of Defense, along with other senior Administration officials, would engage the Chairman and Ranking Members of the House and Senate Armed Services Committee to secure support. Generally speaking, the House will not include the BRAC language. As such, the Senate is more likely to include the BRAC authorization language in the NDAA, and a final outcome is adjudicated during Conference Committee of the House and Senate bills. Congress reserves the right to amend the BRAC parameters contained within U.S. Code and proposed by the DoD. For example, the last several years Congressman Adam Smith (D-WA), House Armed Services Committee (HASC) Chairman, introduced BRAC reform legislation that seeks to improve the process including building some additional milestones into the BRAC process before the Commission takes over.

Once authorization for a BRAC round is provided by Congress, the DoD directs military Departments to apply eight criteria to their basing decisions.

Once the Department completes its analysis, it is submitted to the Defense Base Realignment and Closure Commission — an independent nine-member panel appointed by the President.

The BRAC Commission conducts an independent analysis and submits its findings and recommendations to the President. If the President approves, the President sends the recommendations to Congress. Congress has 45 days to disapprove the list in its entirety. If not disapproved by enacting a resolution, the recommendations are approved. Congress never votes to approve the list of recommendations.

The criteria used to evaluate each military facility for closure or realignment has changed little since BRAC 1988, but there is growing interest by communities, the Department, and even Congress to update the law and prevent a repeat of the BRAC 2005 round, which was seen as too expensive. In particular, communities are seeking greater transparency in the process, particularly with the data used for analysis. And there is a desire across all parties involved to focus any new rounds of BRAC on efficiencies and cost savings.

The eight criteria that follow are intentionally general in nature, and each military department determines how they will calculate military value in accordance with the criteria. Historically, the DoD has used the Cost of Base Realignment Actions (COBRA) model to determine the relative costs of differing basing scenarios to assess which military installations to close or realign.



FORT MONROE

Published Criteria for BRAC 2005

In selecting military installations for closure or realignment, the Department of Defense, giving priority consideration to military value, will consider:

Military Value

1. The current and future mission capabilities and the impact on operations readiness of the total force of the department of defense, include the impact on joint warfighting, training, and readiness.
2. The availability and condition of land, facilities, and associated airspace (including training areas suitable for maneuver by ground, naval, or air forces throughout a diversity of climate and terrain areas and staging areas for the use of the Armed Forces in homeland defense missions) at both existing and potential receiving locations.
3. The ability to accommodate contingency, mobilization, surge, and future total force requirements at both existing and potential receiving locations to support operations and training.
4. The cost of operations and the manpower implications.

Other Considerations

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.
6. The economic impact on existing communities in the vicinity of military installations.
7. The ability of the infrastructure of both the existing and potential receiving communities to support forces, missions, and personnel.
8. The environmental impact, including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities.

Much has changed since the 1988 BRAC, and what will continue to change is the BRAC strategy and emphasis (or weighting) put on these criteria and sub-criteria. For example, BRAC 2005 emphasized facility consolidation and “joint basing” while most previous BRACs emphasized base closure. Earlier BRACs emphasized military readiness

and capability, but BRAC 2005 put more emphasis on cost savings and payback.

The Process

Below is an outline of the BRAC process; however, Congress may revise its own rules and procedures for any given BRAC round.

- The Pentagon determines its excess capacity, examines its force structure, and determines how best to support the National Security Strategy and National Defense Strategy and compiles a list of recommended BRAC actions.
- An independent BRAC commission selected by both the Administration and Congress reviews the list, undertakes site visits, solicits stakeholder input and recommends a final BRAC list to the President.
- The President then reviews the list and transmits it to Congress.
- If Congress does not approve of the list, it must pass a resolution to reject it as a whole and sustain it over a presidential veto, should the President choose to veto the congressional resolution.
- If Congress takes no action, the list is enacted automatically.

A New Proposal

In September 2017 Senators John McCain (R-AZ), Chairman, and Jack Reed (D-RI), Ranking Member of the Senate Armed Services Committee, authored a bipartisan amendment to authorize a new BRAC round in FY19. The McCain–Reed amendment failed to garner widespread support and was not considered on the Senate floor, but it is notable because it proposed significant changes to the BRAC process that many Senators did not support. The most important change was the proposed elimination of the independent BRAC Commission.

The real intent of the amendment was to return the full authority for opening and closing bases to the Secretary of Defense as it was prior to the late 1980s. The former Chairman of the 2005 BRAC Commission faulted the amendment for not establishing a Commission and felt the independent Commission provided a good check on the DoD and used GAO effectively to vet their recommendations.

DoD supported the amendment and some political appointees indicated the focus of the BRAC round was to “reinvest” in readiness rather than cost savings alone.

While the majority of Congress does not support authorizing another BRAC, this opposition appears to be softening, and changes to the BRAC process will certainly be considered again in the near future.

Most recently, Section 2812 of the FY19 NDAA requires the DoD to develop an infrastructure capacity analysis assessing its adequacy to support the force structure described in the FY18 NDAA. The assessment is due in February 2020 and is expected to accompany the President’s budget request for FY21. The report is expected to include a force structure plan for each of the military services compared to the authorized end strength levels. Next, we could expect the DoD to develop a model of installation capabilities needed to host the planned force structure. Once these two elements are settled, the DoD could then assess the adequacy of the current infrastructure to carry out the requirements of the force structure.

The FY19 NDAA also contained a provision, section 2702, that allows the Governor of any state or territory to petition the Secretary of Defense to close an installation in their respective state. The lesser known authority was added to the FY19 NDAA as a way to change the discussion and thinking on future BRAC rounds. The provision is intended to provide permissive authority to request a BRAC round and continue the dialogue about the need to address DoD’s infrastructure capacity.

The 2018 elections changed the balance of power in Washington, DC with the Democrats regaining control of the House of Representatives. Congressman Adam Smith (D-WA) became the new Chairman of the HASC. Congressman Smith has been a adamant supporter of a

new BRAC round because of its potential cost savings. However, there are several factors that Congressman Smith will need to navigate before authorizing a new BRAC round. First, it mostly depends on whether the DoD officially requests a new round. If the Department does request a BRAC round, Congressman Smith will need to determine how many internal caucus issues he will have in putting such a provision in the bill knowing

that Congressman Courtney (D-CT), HASC member, has been a fervent opponent of a new BRAC round. Congressman Smith will also need to make a calculation of whether he wants to make this issue a top matter of contention with Chairman Inhofe in the Senate. Additionally, Congressman Smith will likely alter the BRAC process by establishing more milestones to improve transparency of the process. What is more likely to occur than authorization of a new BRAC round is the legislating of some type of formal strategic basing process to, again, provide greater transparency of on-going DoD efforts

to realign missions and lay the groundwork for a BRAC in future years.



The Commonwealth has fared well in previous Base Realignment and Closure (BRAC) rounds, and a future BRAC presents more opportunity than threat.



The Way Forward

The Commonwealth has fared well in previous BRAC rounds, and a future BRAC presents more opportunity than threat. For example, while the DoD and BRAC Commission recommended the closure of Fort Monroe in the last 2005 round, the Army also invested billions of dollars at Fort Belvoir, Fort Eustis and Fort Lee to grow and consolidate missions from other areas.

The future opportunities for the Commonwealth are founded in two fundamental realities: first, the military assets in Virginia are essential to the new National Security and Defense Strategies; and, second, base closures and realignments will be a fundamental tool by which to achieve the DoD’s stated goal of “greater performance, accountability and affordability.”

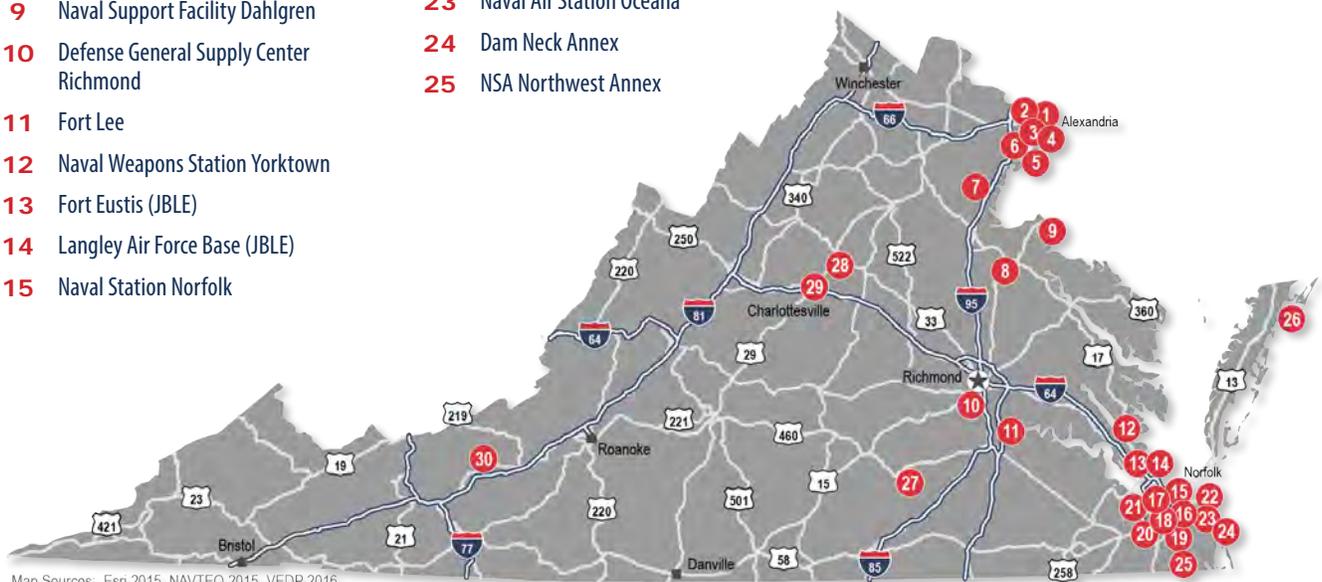
The Commonwealth: Well Postured for the Future

The new National Security and Defense Strategies unveiled in 2018 contemplate a vision for our nation's defense posture where we continue the fight against terrorism, but focus efforts on the reemergence of long-term, strategic competition by revisionist powers – China and Russia. Those nations want to shape a world consistent with their authoritarian model. China seeks to build up its military and displace the United States in the Indo-Pacific region. Russia wants to destroy the North Atlantic Treaty Organization (NATO) and continue to undermine NATO allies along its western border.

All of these challenges place the Commonwealth of Virginia at the center of the new National Security and Defense Strategies.

In addition to hosting the largest presence of special operations forces, Virginia is in many ways the connective tissue between all the military services. Large conventional forces will take on a greater role to counter the Chinese and Russian defense strategies; Hampton Roads hosts the world's largest naval base, the Navy's master jet base and the most sophisticated Air Force fighter aircraft in the nation's inventory. The intelligence, surveillance, and reconnaissance capabilities residing throughout Virginia are unmatched by any other state or country. As the Navy works toward its goal of a 355-ship fleet, the nuclear shipbuilding and repair capabilities needed to construct and maintain those ships reside solely in Virginia. NATO's Allied Command Transformation headquarters is in Norfolk and their mission is to contribute to preserving

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|---|---|---|
| 1 The Pentagon | 16 U.S. Army Corps of Engineers | 26 Surface Combat Systems Center Wallops Island |
| 2 Joint Base Ft. Myer-Henderson Hall | 17 Naval Support Activity Hampton Roads | 27 Fort Pickett |
| 3 Army National Guard Readiness Center | 18 Coast Guard Atlantic Area & Fifth Coast Guard District | 28 Rivanna Station |
| 4 Defense Advanced Research Projects Agency | 19 Norfolk Naval Shipyard | 29 The Judge Advocate General's Legal Center and School |
| 5 Fort Belvoir | 20 Naval Medical Center Portsmouth | 30 Radford Army Ammunition Plant |
| 6 National Geospatial Agency | 21 USCG Base Portsmouth | |
| 7 Marine Corps Base Quantico | 22 Joint Expeditionary Base Little Creek-Fort Story | |
| 8 Fort A.P. Hill | 23 Naval Air Station Oceana | |
| 9 Naval Support Facility Dahlgren | 24 Dam Neck Annex | |
| 10 Defense General Supply Center Richmond | 25 NSA Northwest Annex | |
| 11 Fort Lee | | |
| 12 Naval Weapons Station Yorktown | | |
| 13 Fort Eustis (JBLE) | | |
| 14 Langley Air Force Base (JBLE) | | |
| 15 Naval Station Norfolk | | |



the peace, security, and territorial integrity of Alliance member states by leading the transformation of military structures, forces, capabilities, and doctrines. As a further indication of the strategic importance of Virginia, the Chief of Naval Operations reestablished the Second Fleet amid heightened tensions between NATO and Russia and chose Norfolk, VA as its headquarters in August of 2018.

The DoD continues to endure the effects of fiscal austerity and political polarization. The Budget Control Act of 2011 imposed strict budget caps with the intention of cutting \$1.2 Trillion from the federal budget by FY21. The legislation also authorized the sequestration of funds if Congress could not produce annual appropriations bills within the caps, a provision intended to force agreement on overall spending levels that, unfortunately, did not have the desired effect. Despite three short-term budget agreements to raise the spending caps since the BCA was enforced in FY13, the DoD only received minimal relief until the budget agreement of 2017 that lifted the caps for defense spending in Fiscal Years 2018 and 2019.

Earlier this year President Trump and Congress reached a two-year budget deal called the Bipartisan Budget Act of 2018. It raised the discretionary defense spending caps for FY18 to \$629 billion, an \$80 billion increase, and to \$647 billion, an \$85 billion increase, in FY19. Unfortunately, the agreement does not adjust the discretionary caps in Fiscal Years 2020 and 2021, the last years for which discretionary caps are provided under the BCA. This means budget caps on defense and non-defense discretionary spending under the BCA will return to full force at the beginning of Fiscal Year 2020.

Even though the defense budget increased the next two years, the funding for military construction remains frozen for current mission needs. In recent congressional testimony, Assistant Secretary of Defense Lucian

Niemeyer, said there is currently a “\$116 billion backlog of outstanding facilities requirements while executing the National Defense Strategy...A lot of our facilities are either in failed or poor condition...This will ultimately result in DoD facing larger bills in the future to restore or replace facilities that deteriorate prematurely. The stark reality is that [it may be] too costly to buy ourselves out of this backlog.” This realization has forced the DoD to re-evaluate their long-term approach to military facilities sustainment.

When previous Secretary of Defense Mattis was asked about the outlook for continued growth in the FY20 defense budget and beyond, he pointed to the new National Defense Strategy. The three main components are: (1) build a more lethal force, (2) strengthen alliances and attract new partners, and (3) reform the DoD’s business practices for greater performance and affordability. The Commonwealth is poised to capitalize on all three of these components. Virginia is home to key capabilities that will make the force more lethal. Virginia is ideally located to build alliances and partnerships across

services, industries and with ally countries. And Virginia has demonstrated its ability to operate more efficiently through defense-community partnerships throughout the Commonwealth. Virginia is positioned well to remain at the forefront of the defense industry and moving forward with some of the recommendations laid out below will help keep it there.



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Recommendations

The recommendations that follow were the result of a robust SWOT analysis performed across Commonwealth installations in conjunction with inputs from the Secretary of Veterans and Defense Affairs and a review of the 2015 Growing the Military Mission Strategic Plan. There are numerous additional installation-level recommendations enumerated in the individual appendices. The 20 recommendations are a mix of the continuation of a few previous, but still on-going, recommendations and new pursuits. The recommendations are numbered strictly for the purpose of enumeration and reference. Prioritization of effort to pursue these recommendations is done in consult with Commonwealth leadership.

1. *Support veterans transition programs and opportunities to definitively become the most 'military friendly' state*

Many states claim or aspire to be the top 'military friendly' state in the country without identifying the criteria by which to assess this title. Military friendly should be a standard that measures a state's dedication, active efforts and resulting successes in creating an environment and programs for the betterment of military and defense communities. This, of course, includes how the Commonwealth attracts and supports veterans.

Virginia has over 700,000 veterans, of which roughly 150,000 are retirees earning a pension. Virginia represents an astounding 7% of the National retiree population. The Commonwealth recognizes the significant contributions veterans make to the work force and want to ensure they



VIRGINIA GUARD SOLDIERS AND AIRMEN LEAD PARADE

are doing all they can to attract and retain this high-quality talent. The retained consultant team will be producing a report in 2019 that spans the entire spectrum of what it means to be military friendly and how Virginia can improve its position.

2. *Continue efforts to bring new missions to Virginia*

The Commonwealth should capitalize on opportunities to bring new missions to Virginia. Previous efforts have postured the state, installations and associated training ranges and airspace to accommodate new missions along with the associated



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personnel and their families. The Air Force can capitalize on cost-effective East coast training by assigning additional aircraft to Joint Base Langley-Eustis. At the time of this printing, F-22s from Tyndall AFBs are temporarily displaced to JBLE-Langley due to hurricane damage. This is an opportunity to demonstrate increased value so the Commonwealth should fully support the temporary deployment and assure its success. Another example is the potential future stationing of the Adversary Air (ADAIR) mission at JBLE-Langley. Each of the individual SWOT analyses details the various installation opportunities and the Commonwealth's advocacy team is poised to engage. Efforts will include engaging the Military Airspace and Range owners directly to determine what they need for the region to be a joint "Full Spectrum" training environment for 5th generation fighter aircraft. Virginia can also invest in facilities to attract the home basing of new missions. Other unique opportunities for mission expansion include expanded use of the 3rd port at JBLE-Eustis, additional USCG cutters and accompanying personnel being assigned to Virginia installations, and a deep-water pier at Wallops Island.

3. Invest State Resources to directly support military missions/growth

Recent data shows that over half of the states (52%) provide funding for on-base infrastructure projects and 60% or 62% of states fund off-base infrastructure projects. Several states have passed military bond bills to support defense missions and installations. The Commonwealth of Virginia may consider an annual appropriation of funds that could be used in a grant system that includes local matching funds to leverage partnership opportunities and increase the military value of Commonwealth installations. This type of program can also mitigate vulnerabilities that would be exposed in a future round of BRAC, particularly for projects that don't score well within the current system. Simultaneously, this type of program would give discretion to the Governor and Secretary of Veterans and Defense Affairs to promote job growth and economic development while selecting investments based on discussion and mutual benefit to the federal government. The Commonwealth of Virginia is the number one state in the country for defense spending by the federal government. Over \$100 billion in gross state product is attributed to the defense industry, which equates to nearly 20% of the economy and 17 percent of the jobs. The apportionment of a relatively minor investment of state resources, \$6-8 million annually, would have a high return on investment for this critical Commonwealth industry.

4. Continue to fully utilize authorities under the National Defense Authorization Act enabling shared services

The Commonwealth has invested significant time and effort to understand, educate, and pursue opportunities that fall under the partnership umbrella. The variety of tools available to installations and communities

includes: intergovernmental support agreements (IGSA), Enhanced Use Lease (EUL), Energy Savings Performance Contracts (ESPC), Power Purchase Agreements (PPA), privatization, or memorandums of understanding or agreements. Multiple installations in the Commonwealth have received education sessions, some have established community working groups, and others have pursued projects to varying levels of success using these tools. An example of what can happen: Commonwealth funded consultants went to JBLE and conducted an education session with the installation commander. During the course of that session, the commander was alerted to the opportunity to seek support from the Air Force Office of Energy Assurance (OEA). The commander made the request to OEA, they responded in the affirmative, and proceeded to conduct a detailed analysis of installation power usage and requirements. Then, most importantly, they made recommendations for improving the resiliency of JBLE through a creative combination of authorities. About a year and a half later, JBLE is at the turning point of having tertiary power for critical missions, the partner (Dominion Power) has solved a portion of their power generation challenge, and the community also will benefit from this alternative power source as well.

Rather than relying on internally-driven pursuits from the services, the Commonwealth should encourage the communities to take the lead and foster an "outside-in" approach to partnership opportunities. These initiatives will promote sharing resources and responsibilities among government and private entities to reach common goals or provide mutual support. At the end of the day, the increase in military value to the installations will be critical in future DoD decisions about basing new missions.

5. Support recapitalization of Virginia installation's infrastructure, particularly the Navy's Shipyard Optimization plan

The Commonwealth fought for and won legislative language that will bring infrastructure investment to Virginia installations. Specifically, the consultant team recognized the need and crafted language that resulted in a dedicated \$21 billion program that will be shared amongst the Navy's shipyards. Furthermore, the Commonwealth should continue to advocate for military construction and sustainment, restoration and modernization opportunities that will enhance





NORFOLK NAVAL SHIPYARD

the military value of Virginia installations. Previously successful Commonwealth efforts include supporting the intelligence campus expansion at Rivanna Station and facilities for Air National Guard cyber mission growth at JBLE-Langley.

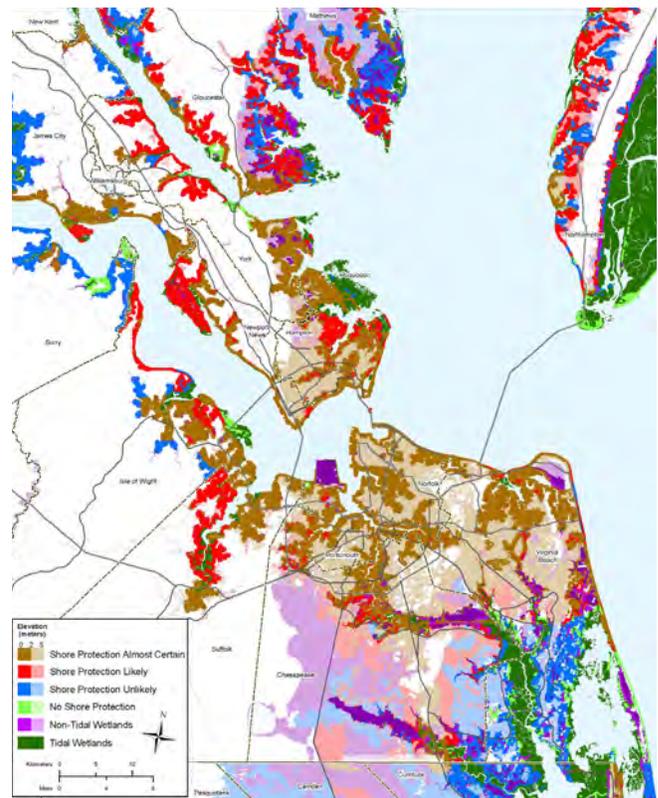
6. *Protect and expand military training ranges in the Commonwealth*

The Commonwealth has an opportunity to increase cost-effective training on the East coast. This can result in attracting new missions, which is significant, but cost-effective training also increases the military value of Virginia installations. Protection of ranges and airspace is an on-going requirement due to both being valuable and sought-after for other than their current uses. VDA worked with the Air Force and the House and Senate Armed Services Committees to draft language that will help shape the Air Force's investment plan, highlighting the advantages of the regions training ranges. Staying vigilant in this area is imperative.

7. *Support efforts of the military services to address the potential adverse impacts of storm surge, climate change and Sea Level Rise*

Sea Level Rise (SLR) and the associated flooding is impacting Virginia's contributions to National Security, the Commonwealth's economy and the populations that live near the coast. When the Chesapeake Bay and the various tidal estuaries around it are included, Virginia has

over 3,000 miles of shoreline which ranks high nationally. When combined with the fact that Virginia is #1 for DoD investment in national security, these two statistics present concern for the future. Recurring flooding at multiple installations is increasing. Reports from JEB Little Creek-Fort Story detail how the base gets bisected during flooding, adversely impacting their ability to execute their missions. The Hampton Roads region is taking on the challenge of Sea Level Rise and the Commonwealth has a cabinet-level appointee to unify Commonwealth efforts. The Secretary of Veterans and Defense Affairs should contribute and support any efforts to mitigate these challenges and give coastal communities the tools they need to protect themselves and the military bases, ports and highways that support the rest of the country. Additionally, the Commonwealth should support additional flexibility for the Services to invest in projects outside the base to make sure servicemen can reach the installation quickly. The Commonwealth will explore opportunities to leverage expanded authorities in recent NDAA's that allow programs like REPI and DAR, among others, to address impacts of sea level rise near and around military installations.



VIRGINIA SEA LEVEL RISE PLANNING MAP – HAMPTON ROADS



MID ATLANTIC AVIATION PARTNERSHIP, VIRGINIA TECH, BEYOND THE VISUAL LINE OF SIGHT

8. Increase Commonwealth involvement in autonomous systems and other RDT&E development

The development of semi and fully autonomous systems is dramatically changing the military and civilian sectors. This area of research is rapidly emerging and innovation in hardware, software, and system integration is critical. Sensors, command and control, data analytics, and manufacturing are all areas ripe with opportunity. The density of academic, joint interagency, intergovernmental, and multinational organizations already involved with autonomous systems research in the Hampton Roads and Northern Virginia areas is a strength that must be leveraged. The Mid-Atlantic Aviation Partnership (MAAP) led by Virginia Tech is one of many opportunities where Virginia can take the lead in the development of autonomous systems. Mid-Atlantic Aviation Partnership is an FAA-designated test site for unmanned aircraft systems focusing on progressively overcoming obstacles to move the UAS industry forward at an accelerated pace. The Commonwealth should support efforts like this to connect industry challenges with solutions driven by world-class research to support the defense industry.

Additionally, the Commonwealth should fully support and pursue expansion of the Aviation Applied Technology Directorate’s (AATD) mission at Fort Eustis. AATD is a directorate of the Aviation Development Directorate under the Aviation and Missile Research, Development, and Engineering Center (AMRDEC), a part of the Research,

Development and Engineering Command (RDECOM). Growing the RDT&E mission through expansion into Class I, II, and III UAVs is a serious opportunity. They don’t need a lot of space to fly and don’t fly high — therefore there would be minimal impact to existing air operations at the Eustis airfield. Most UAV RDT&E looks at fixed wing, so rotor wing at JBLE-Eustis could be a unique opportunity. In addition to the Army’s AATD, NASA Langley Research Center and Jefferson Lab are all engaged in research that can be leveraged to achieve the White House and DoD S&T goals for the development of advance rotorcraft technologies. The Commonwealth should try to advance and exploit these unique missions.

9. Support expanding the Rivanna Station Integrated Intelligence Campus

Rivanna Station fully utilized the Commonwealth’s support to capture DoD investment for a \$50 million MILCON project to build a SCIF and additional parking. This will consolidate personnel currently occupying off-base leased facilities, thereby increasing force protection and resulting in a return on investment of 8-9 years. Since the 2015 Strategic Plan recommended expanding the campus, the local community has taken action. Commonwealth consultants were brought in to conduct a planning charrette at which the installation and community discussed the art of the possible. Urban planners were then able to produce multiple renderings to present the various options discussed to help envision future growth. The potential land acquisition that would enable the expansion has been positively received by the Governor’s office and civic leaders. Further work to move this effort forward should be prioritized and executed.



RIVANNA STATION

10. *Investigate opportunity to further logistical importance at Fort Lee and Fort Belvoir and secure optimal future for AAFES and DeCA, MCX and NEX in the Commonwealth*

Fort Belvoir is home to the Defense Logistics Agency and Fort Lee is the Army Sustainment Center of Excellence, a focused training base for military supply, subsistence, maintenance, munitions, transportation, and more. In addition to the Combined Arms Support Command, Fort Lee hosts the Army Logistics University, the U.S. Army Ordnance School, the U.S. Army Quartermaster School and the U.S. Army Transportation School. The importance of these missions to the United States Army cannot be overstated. The Commonwealth should support opportunities to advance and improve logistical operations through partnerships, research and collaboration with the private sector. Emerging technologies will enable increased efficiency and reduced demand through lower fuel consumption, decreased waste generation, efficient storage, power and energy generation, and timely and agile logistics and precision resupply. Production at the point of need such as water generation on demand, 3D printing, and additive manufacturing reduces the logistical footprint, shortens mean time to repair, increases operational availability, and reduces the need for intermediate staging bases.

Additionally, the Commonwealth should address the potential consolidation of Army and Air Force Exchange Service with the Defense Commissary Agency. Congress has directed DoD to launch a task force to further research this opportunity. With the Defense Commissary Agency being headquartered at Fort Lee, the Marine Corps Exchange headquartered at MCB Quantico and the Naval Exchange headquartered in Virginia Beach, the Commonwealth is well positioned to support and steer this effort.



FORT LEE DECA HEADQUARTERS



CYBER EXPERTS FROM THE VIRGINIA ARMY NATIONAL GUARD AND VIRGINIA DEFENSE FORCE

11. *Continue support and development of established and future cyber missions in the Commonwealth*

In an effort to grow the Air National Guard presence and take advantage of the highly skilled labor force in the Commonwealth, the Virginia Air National Guard decided to pursue a new cyber forces mission. The 54 states and territories competed in 2015 to be selected for four new Cyber Operations Squadrons. As a result of aggressive and coordinated federal, state and local advocacy, Virginia was chosen in December 2015 to host a Cyber Operations Squadron (COS) at JBLE-Langley. The 71 new airmen are helping grow the cyber presence in the Commonwealth. The Virginia Air National Guard's 192nd Fighter Wing's new 185th COS has established full operating capability this year. This year's advocacy effort was focused on securing a \$10 million military construction project to build a Sensitive Compartmented Information Facility (SCIF) in the FY19 defense authorization and appropriations bills. The facility will allow the 185th COS to conduct training and operations for Air National Guard mobilization requirements as a Cyber Protection Team in support of the Air Force and U.S. Cyber Command. With the elevation of Cyber Command to a Combatant Command and President Trump's direction to increase offensive cyber operations, there may be an opportunity to grow the size of the Cyber Operations Squadron at JBLE-Langley. Additionally, the stationing of the Army National Guard's 91st Cyber Brigade in Northern Virginia creates further opportunities for Virginia National Guardsmen and the Commonwealth. VDA should endeavor to develop partnerships with industry and academia to strengthen / expand the current cyber portfolio to include all services. DoD continues to fail to

embrace the domain in a more joint way with cyber as a truly cross-service issue. This presents an opportunity well suited for Commonwealth-based universities. The Commonwealth should determine precisely how Navy commands in Virginia already align their cyber activities under the Navy’s new, single Navy CYBERSAFE authority. Navy Cyber Defense Operations Command (NCDOC) at Suffolk is growing and there is fertile ground to leverage in Northern Virginia and Charlottesville with interagency and university partners.

12. *Continue establishment of the Whole of Government Center of Excellence at the College of William and Mary*



Photo by Stephen Salpukas

THE COLLEGE OF WILLIAM AND MARY

Much has been accomplished since this concept was introduced as a recommendation in the 2015 Strategic Plan. William and Mary completed a state-funded feasibility study in 2016, and the first cohort of students began in a pilot program in the fall semester of the 2017 Master of Public Policy

program. The Whole of Government Program conducted its inaugural National Security Conference in Spring 2018 accompanied by vigorous student recruiting. Fiscal Year 17 funding was secured (\$100,000) from Veterans and Defense Affairs and the Hampton Roads Military and Federal Facilities Alliance for staff to manage the launch and growth of the program. The Virginia General Assembly voted to support this program via funding in FY20 to help establish an online program. Going forward, the next steps include strengthening and increasing relationships with local table top exercises to provide leadership role-playing opportunities for the students. Also, a 12-month master’s program, establishment of the core curriculum in Whole of Government, and further course development remain critical tasks for the future. In FY20 the on-line program for the Whole of Government program will be funded so courses and infrastructure must be established to support this launch. Overall advocacy and support are required to firmly establish this important leader development effort as a legacy national security program for Hampton Roads and the Commonwealth.

13. *Address Wallops Island housing and Child Development Center challenges*

NSA Wallops Island operates as a tenant of Joint Expeditionary Base-Little Creek/Fort Story. This echelon-5 command relationship is less than ideal given the two-hour travel distance between the installations. The remote and isolated nature of Wallops Island creates unique challenges with respect to energy, housing and child care. The installation currently receives power from a single-feed. The infrastructure is dilapidated and unreliable resulting in outages and power surges that negatively affect equipment and mission. Improving energy resiliency for the installation is of utmost importance. The Navy owns the housing, but not the land for their small number of units. After a lengthy advocacy campaign, they’ve received funding to bring these units up to standards via a Sustainment, Restoration, and Modernization (SRM) project. Unfortunately, this does not solve the Wallops Island challenges. The lack of quality available housing and Child Development Centers locally is a challenge for those assigned to the various units at Wallops Island and makes bringing staff (military, civilians and contractors) to Wallops Island a monumental challenge. Effort should be made to pursue a unique Enhanced Use Lease solution which will allow for a developer to build additional housing on/near the installation.



NSWC DAHLGREN DIVISION DEVELOPED NAVY SHIPBOARD LASER

14. *Continue support for expanding the RDT&E mission at NSWC Dahlgren via improved messaging*

Dahlgren’s attributes should allow it to readily create a brand and promote itself to increase public awareness and visibility within the DoD. This is especially important as a Working Capital Fund activity, and one that is dependent on others to fund its programs and people. Naval Surface

Warfare Center Dahlgren Division (NSWCDD) is home to critical missions in surface strike, missile defense, research and development, and training, yet NSWCDD is severely under-resourced in MILCON and quality of life improvements. It prospers and suffers at the same time, from having many different commands and tenants. The commands and tenants provide important, meaningful and well-paid jobs. But, with only a single one-star commander, a working capital fund dependent on a wide variety of dispersed customer needs, and a rural community that is only now experiencing what appears to be sustained residential growth, Dahlgren has remained relatively out of sight despite the real and compelling reasons for sustained and focused State and Congressional support there. The Commonwealth may have a role via economic development vehicles, intergovernmental support agreements, or university partnerships, to help the installation in branding and attracting new RDT&E missions. From a Congressional standpoint, the installation could use support and visibility in its recapitalization efforts. There is a \$30M MILCON programmed in FY21 to consolidate mission, and it is ranked #2 in the region – a welcome investment. But, there are many more priorities to be championed, whether related to mission requirements or installation support which will have a direct effect on NSWC Dahlgren's ability to attract new missions. A thorough accounting of each need, viewed not only through the traditional MILCON lens, but through a variety of Title X authorities, such as R&D and lab revitalization programs warrants further investigation.

15. *Continue engagement to expand Joint Service and Special Operations Command training opportunities*

The Commonwealth should continue work to expand these unique opportunities. Fort AP Hill should continue a regional education focused on military training leaders for each Service and special operations forces on the unique and recently expanded training capabilities available at Fort AP Hill, specifically the Asymmetric Warfare Training Center. Similarly, Joint Expeditionary Base Little Creek-Fort Story has the opportunity for increased collaboration with other services and the SOC community. The Commonwealth should work with each of the associated communities to ensure the most effective recommendations of their respective Joint Land



ASYMMETRIC WARFARE GROUP TRAINING COMPLEX, FORT AP HILL, VIRGINIA

Use Studies (JLUS) are implemented. The JLUS seeks to create a long-term planning partnership that protects the quality of life in local communities and sustains the military missions. Each JLUS evaluates multiple compatibility factors associated with interagency coordination and communication, land use, water quality and quantity, land, air, and sea space and capacity, transportation capacity, community infrastructure, recurrent flooding, coastal storms, and other factors that have the potential to create adverse impacts to military readiness. Overall, a JLUS seeks to strengthen the relationships among civilian and military interests.

16. *Educate installations and communities about new opportunities available in the 2019 NDAA*

The John S. McCain National Defense Authorization Act for Fiscal Year 2019 provides some new legislative provisions that can be leveraged by Virginia installations to address some of the identified weaknesses. The following programs have been authorized by Congress, some of which have been funded but some are just authorizations that are pending future appropriations.

Enhancing Force Protection and Safety. Congress has been concerned that these types of military construction projects continually fall short of securing funding in a fiscal year due to higher priorities within the Services. The John S. McCain National Defense Authorization Act added \$35.0 million for each of the Services to plan and carry out projects to enhance force protection and safety. The conferees recommend the Secretary of the Navy use this authority to alleviate deficiencies at Navy and Marine Corps installations in access control points, air traffic control towers, fire stations, and anti-terrorism and force

protection. In a slight deviation from the HASC language, the final military construction appropriations bill provided \$50 million to the Navy/Marine Corps account as well as the Air Force to address these shortfalls. The Navy and Marine Corps as well as the Air Force have 30 days since passage of the bill to send the Committee a report on how they intend to spend the \$50 million.

Prioritization Metrics for Demolition Funding. The President’s Fiscal Year 2019 Budget Request included a significant funding increase for the demolition of excess facilities. The John S. McCain National Defense Authorization Act added an additional funding and provides \$620 million for demolition across the Services. The Navy was authorized to receive \$160 million for demolition at active duty bases. Congress also included language requiring the Secretary of Defense to establish prioritization metrics for facilities deemed eligible for demolition within the Facilities Sustainment, Restoration, and Modernization (FSRM) process. Those metrics shall include full spectrum readiness and environmental impacts, including the removal of contamination. The defense appropriations bill also included increases to each of the services FSRM accounts, except for the Marine Corps. These increases generally align with increases provided in the Senate appropriations bills which were not as large as the increases proposed in the House bill.

Expanding Eligibility for Defense Access Roads Funds. The NDAA included a legislative provision expanding the eligibility for Defense Access Road. Starting in Fiscal Year 2019, funds appropriated shall be available to pay the cost of repairing damage caused to, and for any infrastructure to mitigate the risks posed to, highways by recurrent flooding and sea level fluctuation, if the Secretary of Defense shall determine that continued access to a military installation has been impacted by past flooding and mean sea level fluctuation. The Fiscal Year 2019 Military Construction appropriations bill also included a new legislative provision directing the Secretary of Defense to work with the Secretary of Transportation to prioritize Defense Access Roads and projects specifically examining bases in communities that have experienced flooding by both non-storm surge flooding and flooding due to storm surge and report to the Committee on its findings. The Congress is concerned about the increasingly harmful impact of flooding on facilities at coastal military installations and on the roads and infrastructure to access these installations. It also

directs the Secretary of Defense to incorporate efforts from the reports to mitigate the effects of flooding on roads and infrastructure on domestic installations that are vital to military operations. The military construction appropriations bill did not provide additional funding for this effort but the expanded authority is intended to broaden the program to address sea level fluctuations.

Defense Community Infrastructure Pilot Program. The NDAA included the establishment of a new pilot program allowing the Secretary of Defense, working through the Office of Economic Adjustment (OEA), to make grants, conclude cooperative agreements and supplement other federal program funds to help state and local governments address deficiencies in community infrastructure that support or impact military installations. The Secretary of Defense will still need to establish regulations and criteria for the program and the Congress is still working on funding the program in the Fiscal Year 2019 Defense Appropriations Bill. There is a minimum state and local cost share of 30% unless the community is rural or the project is needed for national security matters. “Community Infrastructure” is defined in the provision as any transportation project; school, hospital, police, fire, emergency response, or other community support facility; or water, waste-water, telecommunications, electric, gas, or other utility infrastructure which is located off of a military installation and owned by a State or local government. The defense appropriations bill did not contain any funding for this program in FY19, however a concerted effort led by ADC and assorted communities is likely to advocate for funding in the FY20 defense appropriations measure. In the meantime, ADC is collecting inputs from communities on potential projects to define the scope and size of the program.

17. Improve strategic communications for Veterans and Defense Affairs

Virginia is the #1 state in the U.S. for defense investment. This equates to defense spending generating nearly 20% of Commonwealth’s economy. The defense industry is responsible for 884,000 jobs, the majority of which pay higher than average wages. The

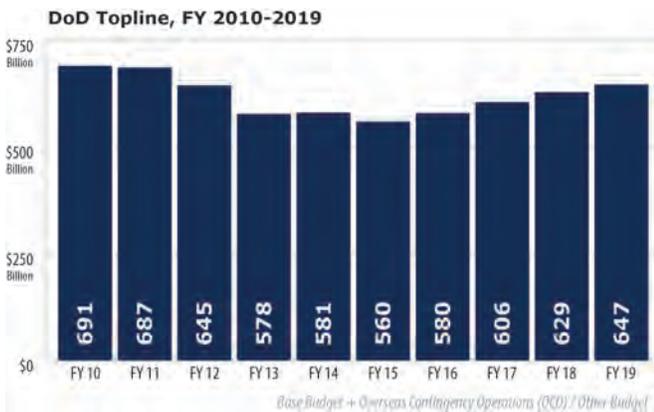


Commonwealth should seize on this both internally and externally. Internally, the challenge is to educate all regions of the importance of supporting VDA efforts. Externally, the challenge is to communicate the importance of Virginia-based missions and identify opportunities for accepting new missions.

18. *Leverage understanding of economic impacts and support from the Congressional Delegation*

While the defense budgets for Fiscal Years 2018 and 2019 are positive as a result of President Trump and Congress approving a two-year budget deal to raise discretionary defense spending caps, the long-term spending caps of the BCA still linger overhead.

It is imperative that the Commonwealth understand the fiscal impacts of the defense industry on the economy, and how changes over time affect the communities. Most importantly, the VDA must educate and motivate the Congressional delegation to act on behalf of our installations and communities. Virginia has many members in key positions and should capitalize on this influence.



19. *Strengthen and support local military support groups for Virginia installations*

The Hampton Roads Military and Federal Facilities Alliance (HRMFFA) is the gold standard for community support to the military. The Alliance coordinates with locally elected officials; senior federal government leaders for all area facilities,



commands, and organizations; the Virginia Congressional delegation; the General Assembly; the Commonwealth of Virginia; and industry to insure awareness of anticipated Federal actions with near, mid and long-term impact on the Hampton Roads region.

The Northern Virginia Regional Commission (NVRC) is a regional council



of local governments in the Northern Virginia suburbs of Washington DC. According to Virginia's Regional Cooperation Act, NVRC is a political subdivision (a government agency) within the Commonwealth. NVRC's chief roles and functions have focused on providing information, performing professional and technical services for its members, and serving as a mechanism for regional coordination. Current programs and projects address a wide array of local government interests.

HRMFFA and NVRC represent 26 cities and counties and supports the multiple installations in their respective areas. The rest of the Commonwealth has varied levels of success when it comes to rallying unified support and providing top tier advocacy and backing to installation and veterans priorities. The Commonwealth will benefit from bolstering the efforts of all military support groups, which may range from starting an alliance to refining how they prioritize and execute initiatives.

20. *Support efforts to address encroachment of military installations and training ranges*

A recurring theme during SWOT validation visits was the risk posed by drones and other unmanned aerial vehicles that hinder mission accomplishment. A significant weakness noted by installation leaders is the challenge they face with respect to state restrictions and regulations the surrounding communities/cities can impose on drone operations. The risk of intel collection is real, the threat to daily operations is significant, and the Commonwealth should take steps to mitigate. Additionally, the Commonwealth should continue to support installations and communities requesting Readiness Environmental Protection Initiative (REPI) funds or any other possible encroachment mitigating land acquisitions.



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