



# STATE OF **SUPPORT** **2017**

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HIGHLIGHTS OF STATE  
SUPPORT FOR DEFENSE  
INSTALLATIONS





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# State Of Support 2017:

## Highlights Of State Support For Defense Installations

### Executive Summary

The establishment of state military affairs organizations may have peaked in 2015 when five states formed offices to focus on preserving their defense presence; no new organizations were created in 2016, the period covered by this edition of the survey. Still, the phenomenon remains relatively young, with almost half of the organizations participating in the survey coming into existence since 2011.

States' recent interest in creating military affairs organizations – which focus on base retention, mission enhancement and development of the defense sector – comes as Defense Department support for military infrastructure has waned due to the stringent spending caps mandated under the 2011 Budget Control Act. At the same time, DOD has urged Congress to approve a new round of base closures every year since 2012, forcing states to re-examine their level of support for military installations in an attempt to stave off the possibility of losing the economic contribution of defense facilities and enhance their prospect for picking up new missions following a base closure round.

Unsurprisingly, the top concern for 2017 cited by states was the uncertainty of funding levels for the Pentagon in fiscal 2017 and 2018, with a particular emphasis on the fate of the statutory spending caps. The second leading concern was BRAC, a response that those who cited it did not feel required any elaboration.

To date, 35 states have military affairs organizations, which typically coordinate state-level policy to support installations and improve the infrastructure, quality of life for service members and economic

development. The Association of Defense Communities' 2017 survey is based on the responses from 31 states. This report is a follow-up to previous surveys conducted in June 2016 and December 2014.

The jump in state organizations focused on gaining a better understanding of the companies that make up their defense sector – a trend that first emerged in last year's report – is being sustained, according to this year's survey. Almost three-quarters of states are using grants from DOD's Office of Economic Adjustment to map their defense supply chains and conduct other strategic analyses to strengthen their defense sectors. Last year, two-thirds of responding states were preparing studies to support the defense industry.

### A summary of key results:

- No new state military affairs organizations have been created since 2015, when five states established them. Still, 45 percent of states responding to the survey have established military affairs offices in the past six years.
- The average state organization has grown moderately over the past year – the share of offices with annual budgets less than \$500,000 stands at 50 percent; the portion was 62 percent the previous year. The number of full-time employees working on base retention, however, has remained steady – state organizations still average two full-time employees.
- Most states conduct planning studies, with 90 percent of respondents completing either a strategic planning or economic impact study, or both; this figure is virtually unchanged from last year.

- The portion of respondents providing financial support for local encroachment mitigation efforts, including planning, and purchases of lands or easements, has declined over the past several years; in 2016, 47 percent provided funding, down from 61 percent in 2014. In 2016, those states provided an average of \$1.6 million to support local encroachment efforts.
- More states are actively supporting partnerships between installations and host communities, with 69 percent of responding states playing a significant role, up from 63 percent last year.
- 43 percent of states employ a lobbyist or public affairs firm to focus on military issues; those states spend an average of \$300,000 on lobbying annually. Last year, 52 percent of respondents said they employed a lobbyist or public affairs firm.
- More states are supporting local and regional advocacy organizations, with 43 percent of states currently providing assistance, compared to 40 percent in 2016 and 30 percent in 2014. In the latest survey, states that said they fund local support groups indicated they spend an average of \$610,000 annually.
- States increasingly are focusing on ways to strengthen their defense sectors, with 73 percent of states using grants from DOD's Office of Economic Adjustment to map their defense supply chains and conduct other strategic analyses, and help small and medium-sized firms diversify into commercial and international markets; last year, two-thirds of responding states were preparing studies to support the defense industry.

## Introduction

States have responded to the looming threats to military installations posed by DOD budget constraints and the prospect of a new BRAC round by increasing support to retain and promote local bases. Budget cuts at the Pentagon have fallen particularly hard on installations, trimming funding for facility maintenance, upgrades and new construction, as well as quality-of-life services for military members and their families. And while it is unclear what the chances are that lawmakers will approve the Trump administration's request to conduct a BRAC round in 2021 – included as part of its fiscal 2018 budget request – many experts believe Congress will be forced to acknowledge the military's need to shed excess capacity at some point in the not-too-distant future.

Recent growth in the number of military affairs organizations has provided states with an outlet to carry out a variety of activities, including serving as the primary liaison between the state government and military facilities, engaging community-based advocacy organizations, addressing encroachment issues at installations, fostering the defense sector and lobbying the federal government. Most importantly, these entrepreneurial organizations serve as a focal point to coordinate statewide efforts to support the military presence by engaging with policymakers, business leaders, defense communities and military installations. The economic impact of a single installation can exceed \$1 billion, making the partnership among states, host communities and installations vital to the health of a region's economy.

This report is based on a survey of military affairs organizations – referred to as “state organizations” throughout the report – and focuses on the functions coordinated by those organizations but also covers the activities of other state agencies benefitting their military installation; e.g., funding provided by a state Department of Transportation for a project improving access to a base.

## Survey Methodology

ADC undertook this survey to provide state leaders a picture of what states are doing to protect their installations from policy decisions made in Washington, including budget cuts, changes in force structure and a looming BRAC round. ADC's State Advisors Council, made up of leaders from 40 state military affairs organizations, helps the association stay abreast of best practices and policy initiatives implemented at the state level.

This report represents ADC's third survey of state advisors and follows reports issued in December 2014 and June 2016. This year's survey includes responses from 31 state military affairs organizations, a moderate increase from the 27 responses included in last year's survey. In some cases the higher number of responses in the current report could result in a moderate decline in the percentage of states indicating they carry out a particular activity compared to the previous year without any specific states changing their responsibilities. Also, the key findings within this report reflect the data submitted by responding states, and do not extrapolate beyond those results.

## I. State Organizations: Background and Organizational Structures

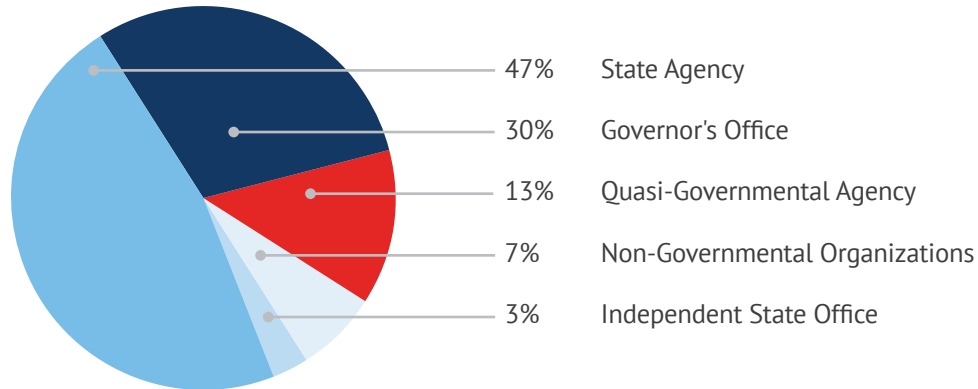
State military affairs organizations typically are part of state governments, and are housed in either a state agency, an independent office or the governor's office. For one-fifth of the survey's respondents, though, the organizations were located outside of the state government – as either quasi-governmental entities or non-governmental entities.

The offices are small – 82 percent operate with budgets of no more than \$1 million. One half of state organizations are governed or a board, council or equivalent entity, a significant drop from the previous year when 67 percent were governed by a board or council.

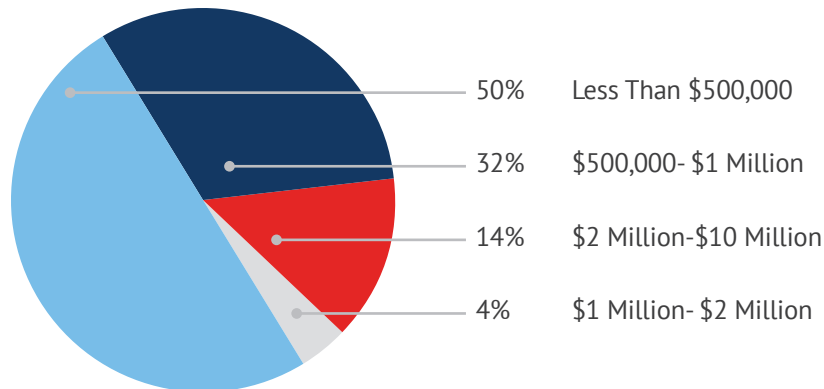
### Key Findings

- 23 percent of state organizations were created in the past three years; 45 percent were created in the past six years.
- Almost half (47 percent) of organizations are housed within a state agency, with one an independent office within state government; 30 percent operate out of the governor's office.
- Half of state organizations have annual budgets that are less than \$500,000; states have an average of two full-time employees working on base retention.
- 50 percent of organizations are governed or advised by a board, council or equivalent entity.
- 48 percent of organizations were formed by legislation, 29 percent were formed by the governor and 16 percent were formed in concert.
- Two respondents, the Montana Defense Alliance and the Utah Defense Alliance, are nonprofits and are not part of their state governments.

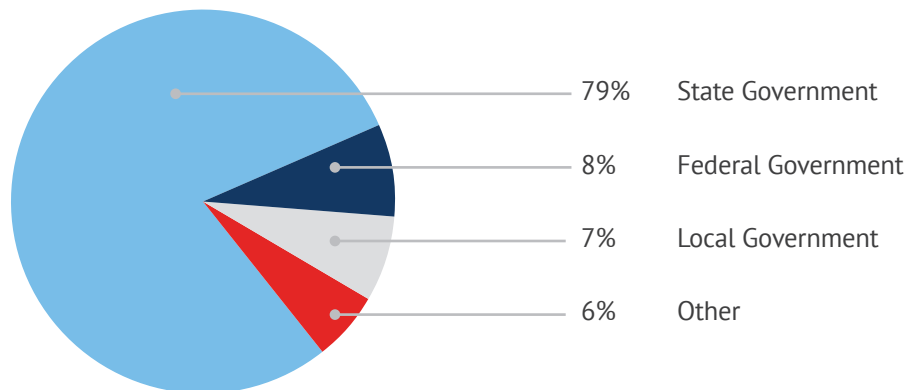
## How are State Military Affairs Organizations Structured



## Annual Budget for State Military Affairs Organizations



## Sources of Funding for State Military Affairs Organizations



## II. Planning Studies

States typically conduct studies to either assess the strengths and weaknesses of their installations or to highlight the economic benefits of military bases. Identifying installations' strengths and weaknesses is one of the first steps states take to preserve – and potentially grow – their military missions, even in the absence of a looming BRAC round. Economic impact studies are one way to demonstrate to elected officials, business leaders and residents the critical role an installation plays in a community.

The survey asked states about two different types of studies:

- strategic studies – identify the strengths, weaknesses, opportunities for growth and potential threats at installations.
- economic impact studies – provide a broad assessment of the regional fiscal impact of spending generated by one or more installations, and consumer expenditures of personnel employed there.

### Key Findings

- 74 percent of respondents completed a strategic planning study; 82 percent of the studies were funded by the state. Of the 23 states that conducted such studies, 21 developed a strategic plan based on its results.
- 81 percent of states have completed an economic impact study.
- Only 10 percent of states have completed neither a strategic planning nor an economic impact study.

## III. Planning and Funding for Encroachment Mitigation

Conflicts arising from development surrounding military installations are one of the primary issues states and communities have been working to mitigate since the 2005 round of base closures. Over the past several decades, increased urbanization in many defense communities has resulted in more frequent conflicts between residential development and neighboring installations. In recent years, a number of state lawmakers and communities have targeted wind farms as the source of potential conflicts with the operations of military bases and training ranges.

States and communities have introduced a broad range of initiatives to eliminate incompatible land uses as they prepare for a future BRAC round. State efforts to combat encroachment include participating in joint land use studies, enacting legislation regarding land use outside installations and purchasing adjacent properties – or easements – to limit incompatible land uses. In many cases, states have made significant investments to address encroachment.

### Key Findings

- 65 percent of states play a role in local encroachment planning.
- 47 percent provide financial support for local encroachment mitigation efforts, including planning, and purchases of lands or easements; those states provided an average of \$1.6 million in 2016 to support local encroachment efforts.

## **CASE STUDY:** **ENCROACHMENT PLANNING**

States have made a number of strides in the past year to establish procedures or plans to address potential land use conflicts with military installations – New Jersey enacted new legislation, Virginia is using the joint land use study process to solve compatibility issues across the state, and Washington embarked on a comprehensive initiative to develop new tools to reduce civilian-military land use conflicts.

### **New Jersey Law Expected to Ease Land Use Conflicts**

The state of New Jersey enacted a law in August 2016 designed to reduce potential land use conflicts that could threaten the viability of its military bases. The legislation directs the state military and defense economic ombudsman to communicate with installation commanders and representatives of the state, counties and municipalities to minimize land use conflicts between installations and local governments' planning units. The state created the ombudsman position in 2015 to coordinate efforts to advocate on behalf of the state's military installations. The measure also requires the land use plan component of municipal master plans to show the locations of military facilities and to incorporate strategies to avoid potential conflicts.

"The goal of this legislation is to ensure that communities surrounding installations and members of the military on the bases don't run into conflict simply because of a lapse in communication," Assemblyman Bob Andrzejczak, one of the bill's sponsors, said after the General Assembly approved the measure. "Giving both commanders and government officials a seat at the table during the planning process can help resolve any existing land use problems and avoid future conflicts altogether," he said.

### **Statewide JLUSs**

States have begun playing a more active role in joint land use studies (JLUSs), launching projects intended to solve compatibility issues at installations across the state. Virginia, for example, is crafting a statewide strategy for supporting efforts to implement

recommendations identified in joint land use studies conducted for Marine Corps Base Quantico, Fort A.P. Hill, Fort Lee and Naval Surface Warfare Center Dahlgren Division. The state is working with affected communities to prepare the strategy, which is designed to augment local efforts. Maryland applied to DOD's Office of Economic Adjustment for a similar project to develop a unified approach for statewide action at five installations where JLUSs had been completed – Aberdeen Proving Ground, Joint Base Andrews, Naval Support Facility Indian Head, Naval Air Station Patuxent River and Blossom Point Research Facility.

### **Washington**

In partnership with the Washington Military Alliance, the state Department of Commerce commissioned a comprehensive review of planning practices for civilian-military compatible land use across the state's numerous installations. The ultimate objective of the study, mandated by the state Legislature, was to build the state's capacity for addressing land use conflicts between the military and local governments. The Commerce Department initially partnered with Eastern Washington University in 2015 to look at best practices in other states and existing conditions at each of its bases.

In 2016, the Commerce Department hired a consultant, supported by \$98,000 in state funding and \$485,000 from DOD's Office of Economic Adjustment, to prepare recommendations promoting compatible development surrounding military installations for the governor and Legislature to consider. One of the recommendations in that report, completed in December 2016, called for creating a senior level or cabinet position to serve as



the principal military executive for the governor on military base issues, including compatible use. Overall, recommendations were grouped into four main categories:

- improving information sharing and geospatial tools to support planning activities, including building an interactive statewide map displaying layers of military compatibility information and establishing a structured approach to improving civilian-military communication on compatible use issues;
- streamlining coordination of installation compatibility planning with a range of federal and state programs;
- amending existing legislation, particularly the Growth Management Act, to make it more effective; and
- allocating funds in the state budget to address compatible use issues; for example, creating one or more funds to finance land or easement purchases, and high-priority compatible use projects.

In 2017, the Commerce Department and the consultant are conducting additional outreach to develop an implementation and sustainability plan, which is scheduled to be completed in December. Reports completed to date are available on the department's web site at <http://www.commerce.wa.gov/serving-communities/growth-management/growth-management-topics/military-base-land-use/>.

## IV. Support for Community-Military Partnering

Since the fiscal 2013 defense authorization bill gave military installations the authority to enter into intergovernmental support agreements with their host communities to share base support services, state organizations have played a leading role in helping defense communities develop ideas for increasing base efficiency or enhancing military value. In the past year, states have stepped up their efforts to support community-installation partnering, with several introducing new initiatives to identify partnering opportunities (see sidebar).

Beyond exploring the potential for reaching formal agreements to exchange support services, bases and communities are continuing to strike agreements that provide mutual training opportunities, allow residents and military personnel to share recreational facilities, and help employers hire military spouses. Supporting local installations has taken on an increased urgency in recent years, with communities striving to help them make up for shortfalls in DOD spending on facility sustainment, construction and quality-of-life services.

### Key Finding

- 69 percent of responding states actively support partnerships between installations and host communities.

## **CASE STUDY:** **STATES EXPAND EFFORTS TO SUPPORT COMMUNITY- MILITARY PARTNERING**

State efforts to support community-installation partnering have gained significant momentum since the beginning of 2016, with a number of states either launching or enhancing existing initiatives. In one case, a state military affairs office is developing an initiative in which state agencies would partner with installations.

### **Colorado**

The Colorado General Assembly this year passed legislation allowing the state Department of Local Affairs to provide grants to local governments to study and complete prospective intergovernmental support agreements with neighboring military installations. The legislation, HB 17-1054, is intended to help the state's defense communities take advantage of the DOD authority allowing such partnerships for a range of support services.

### **Idaho**

Idaho's Special Assistant for Military Affairs began working with multiple state agencies – departments of Water Resources, Transportation, Lands and Environmental Quality; Governor's Office of Energy and Mineral Resources; Boise State University; and the Idaho National Guard – the Idaho Conservation League, Idaho Power, local agencies, Mountain Home Air Force Base and federal agencies on a climate change preparedness pilot program sponsored by the White House Council on Environmental Quality.

The Air Force is supporting the initiative through its community partnership program.

### **Kansas**

The Governor's Military Council, which serves as a liaison between the state's defense communities and military installations, recently established a task force to explore partnering opportunities.

### **Louisiana**

The Louisiana Military Advisory Council began working with multiple state agencies to support Fort Polk Progress as it pursued opportunities to partner with Fort Polk. That effort culminated in an agreement signed earlier this year between the post and its neighbors to enter a shared services partnership for waste management.

### **Texas**

The Texas Military Preparedness Commission is developing a statewide partnering initiative with the state's 15 installations that would leverage programs from more than 30 state agencies, including the Workforce Commission and Veterans Commission, to benefit active-duty service members and veterans throughout Texas. The initiative would incorporate the Workforce Commission's newly created "Operation Welcome Home" program that helps transitioning service members and their spouses find employment, complete two- to four-year college programs, and obtain licenses or certifications needed to compete in the job market. Other partnering opportunities include bulk purchasing and a mobile app from Texas Health and Human Services designed to give Texas veterans quick access to crisis hotlines and other resources. The state has set aside \$4 million for the initiative.

## V. Military Base Promotion

Promoting their military installations has become a permanent activity for state military affairs organizations, although the threat of an imminent BRAC round still has the power to spur some states' efforts to help their bases weather a military downsizing and position them for growth.

Fewer than half of state organizations employ a lobbyist or public affairs firm to promote their installations, a drop from the 2016 and 2014 surveys in which 52 percent of respondents said they employed a lobbyist. States pursue other avenues as well to promote their installations to the Pentagon and on Capitol Hill, including D.C. fly-ins and outreach efforts such as publishing newsletters. States also are promoting their installations to state residents and lawmakers as a way to build support for new initiatives.

### Key Finding

- 43 percent of states employ a lobbyist or public affairs firm to focus on military issues; those states spend an average of \$300,000 on lobbying annually.

## VI. Support for Local Base Support Groups

While most states dedicate resources to working with local base advocacy groups, fewer than half provide financial support to base support groups. The trend is increasing, though, with 43 percent of states funding local advocacy groups, compared to 40 percent in 2016 and 30 percent in 2014.

Local advocacy organizations are key to community efforts to keep tabs on the challenges facing installation commanders that can be addressed through local, regional or state intervention. They also provide base commanders an opportunity to improve their understanding of the needs of their host community. By partnering with community support organizations, states gain critical insights into local priorities concerning installation support from both the military and community perspective. As a result, state organizations are better positioned to work with lawmakers and other state leaders to meet local needs.

### Key Finding

- 43 percent of states fund local and regional advocacy organizations; those states spend an average of \$610,000 annually on base support groups.

## **CASE STUDY: WHAT KEEPS STATE OFFICIALS UP AT NIGHT?**

Perhaps the officials responsible for sustaining their states' military presence aren't as fearless as Defense Secretary Jim Mattis, as they have a host of worries that keep them occupied, starting with the prospect of a new BRAC round and the uncertainty of the Pentagon's annual budget. Mattis, for his part, when asked recently what keeps him awake at night, responded, "Nothing; I keep other people awake at night."

This year's survey for the first time prompted states to list their three top concerns for 2017. Leading the way, with 15 mentions, were concerns about DOD funding levels in fiscal 2017 and 2018. (The survey was conducted in March and April of this year before Congress completed work on the FY 2017 spending omnibus.) An underlying theme of the responses was uncertainty regarding the fate of the 2011 Budget Control Act spending caps.

BRAC represented states' second leading concern with 10 mentions. A majority of the respondents

didn't elaborate, although several specified that their concern was ensuring their state was prepared for the next round of base closures. A related response cited concern over the prospect the military services would implement basing actions that fall below the BRAC threshold.

Concern about mission retention and attraction was the next significant issue with nine mentions. Several of the responses referred to specific basing decisions currently in the pipeline, including an Air Force decision about the next Air National Guard base to host an F-35A Lightning II unit. Eight responses listed encroachment as a top concern, with two referring to energy projects – one citing renewable energy projects and the other oil and gas drilling in the Gulf of Mexico.

### **Other issues that elicited three or more responses included:**

- workforce development;
- infrastructure;
- partnering, including community-installation partnerships and public-private partnerships; and
- support for local base advocacy organizations.

## **VII. Other State Support**

### **Defense Industry Economic Development**

States continue to focus on ways to strengthen their defense sectors, in the wake of the downturn in DOD spending prompted by the drawdown of forces from Iraq and Afghanistan and enactment of the 2011 Budget Control Act. This year's survey revealed that 73 percent of states are using grants from DOD's Office of Economic Adjustment (OEA) to map their defense supply chains and conduct other strategic analyses in an effort to better deploy resources to mitigate cuts in federal spending, up from 67 percent last year.

The increase primarily is a result of the funding OEA has made available to states and regions whose economies are reliant on defense contracting to benefit regional job creation. The funding is being used for a variety of interventions:

- conduct a defense supply chain analysis;
- support advanced manufacturing;
- help small and medium-sized defense firms diversify into commercial and international markets, along with growth markets such as unmanned aerial systems and cybersecurity;
- prepare a gap analysis of the state's defense workforce; and
- promote commercialization of defense technologies.

### **Key Finding**

- 73 percent of respondents have received a defense industry adjustment grant from OEA in the past three years.

## **CASE STUDY: SURVEY PARTICIPANTS OFFER INPUT FOR STATE ADVISORS COUNCIL**

A prompt for feedback from state officials on what issues ADC's State Advisors Council should address in 2017 revealed many of the same concerns they expressed when asked to list their top three concerns for the year.

BRAC was mentioned most frequently, with states urging ADC to develop rules to ensure a future round follows a process that is transparent and fair for communities and states. Several states said the association should update the selection criteria to reflect the latest challenges and priorities for national defense.

The second leading issue was the defense budget. A number of states said ADC should weigh in as part of the discussion in Washington about the need for Pentagon funding to be more stable – and not subject to multiple continuing resolutions every year – so the government can better conduct long-term planning. Several state officials urged ADC to advocate for higher defense funding and the elimination of the Budget Control Act spending caps. States mentioned other budget-related issues as well, calling for the State Advisors Council to:

- lead a discussion on sources of federal funding for states to support installations, military operations, military families and the defense industry
- advocate for increased funding for infrastructure improvements
- break down the DOD budget to highlight missions and activities that are growing and declining

Several states recommended the council focus on highlighting best practices and lessons learned for states to support defense communities and installations.

There were no other common themes among the issues cited. Here is a sampling of other topics state officials recommended the council take up:

- how states can work with local school systems near bases to improve school quality
- advocacy for higher force structure levels, particularly for the Army
- recruitment and retention for the Guard and Reserve components
- evolution of public-private partnerships
- completion of an in-depth study of state funding for on-base infrastructure

### **Support for Military Families and Veterans**

In addition to supporting the mission needs of their installations, state organizations play an active role in supporting veterans and military families, with many initiatives aimed at making the state friendlier for those groups. One area states have recently been focusing on has been easing transitions for military families following permanent-change-of-station moves. As of June 2016, all 50 states had approved legislation addressing the issue of license portability for military spouses, making it easier for military spouses to transfer out-of-state professional licenses and credentials needed to continue their careers after moving. State efforts to aid spouses are still ongoing,

though, as the occupations covered vary by state and the process is far from standardized.

Other examples of state initiatives to support military families and veterans include enacting legislation to provide favorable tax treatment for veterans' benefits, allowing service members and dependents to pay in-state tuition at state universities, establishing veterans courts and introducing policies to streamline the process for military children to transfer to a new school district following an out-of-state move.

### **Key Finding**

- 84 percent of state organizations promote issues supporting military families and veterans.

## APPENDIX I. STATE-BY-STATE DATA

State	Strategic Planning/ Economic Impact Studies	Encroachment Mitigation Planning	Funding for Encroachment Efforts	Support Community- Installation Partnerships	Employ Lobbying Group	Support for Local Advocacy Organizations	Track Defense Sector	Military Family and Veterans Issues
Alabama	X			X	X	X	X	X
Alaska	X			X				X
Arizona	X	X	X			X		X
Arkansas	X							
California	X	X		X			X	X
Colorado	X	X		X			X	X
Connecticut	X	X	X	X	X		X	X
Florida	X	X	X	X	X			X
Georgia	X	X	X	X	X		X	X
Hawaii			X				X	X
Idaho	X		X	X				X
Indiana	X	X	X	X		X	X	
Kansas	X	X		X	X			X
Kentucky	X			X			X	X
Louisiana	X	X		X	X	X	X	X
Maryland		X		X		X	X	X
Michigan	X				X	X	X	
Missouri	X	X		X	X	X	X	X
Montana	X							X
New Jersey	X				X		X	X
New Mexico		X	X				X	
North Carolina	X	X			X	X	X	X
Oklahoma	X		X	X			X	X
Pennsylvania	X	X	X			X	X	X
Rhode Island	X	X				X	X	X
South Carolina	X	X	X	X		X	X	X
South Dakota	X	X	X	X	X	X		
Texas	X	X	X	X				X
Utah	X			X	X	X	X	X
Virginia	X	X	X	X	X		X	X
Washington	X	X					X	X

## APPENDIX II. State Organization Respondents

STATE	ORGANIZATION
Alabama	Alabama Military Stability Foundation
Alaska	Department of Military and Veteran Affairs
Arizona	Policy Advisor for Military and Veteran Affairs
Arkansas	Arkansas Military Affairs
California	Governor's Military Council
Colorado	Colorado Department of Military and Veterans Affairs
Connecticut	Connecticut Office of Military Affairs
Florida	Florida Defense Support Task
Georgia	Georgia's Defense Initiative
Hawaii	Military Affairs Liason
Idaho	Special Assistant for Military Affairs
Indiana	Indiana Office of Defense Development
Kansas	Governor's Military Council
Kentucky	Kentucky Commission Military Affairs
Maryland	Office of Military & Federal Affairs
Louisiana	Louisiana Military Advisory Council
Michigan	Michigan Defense Center
Missouri	Office of the Missouri Military Advocate
Montana	Montana Defense Alliance
North Carolina	Department of Military and Veterans Affairs
New Jersey	Military and Defense Economic Ombudsman
New Mexico	Office of Military Base Planning and Support
Oklahoma	Oklahoma Strategic Military Planning Commission
Pennsylvania	Pennsylvania Military Community Enhancement Commission
Rhode Island	Rhode Island Commerce Corporation
South Carolina	South Carolina Military Base Task Force
South Dakota	South Dakota Ellsworth Development Authority
Texas	Texas Military Preparedness Commission, Office of the Governor
Utah	Utah Defense Alliance
Virginia	Secretary of Veterans and Defense Affairs
Washington	Washington Military Alliance



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