

# Strategy of the Minnesota Department of Military Affairs (The National Guard)

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This document describes perceptions of the strategic environment and identifies themes, priorities, concepts and processes for the future direction of the Minnesota Department of Military Affairs.



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## INTRODUCTION

Though our operations didn't truly reflect it when I was appointed as the Adjutant General in November 2003, we had already entered a new era that challenged our Nation and perhaps our way of life in many ways. This change has unquestionably altered the National Guard and its role in our society. Many have wondered, "When will things return to normal?" But we all know in our hearts that our world changed forever on September 11<sup>th</sup>, 2001.

This strategy serves as a guide for our organization as we adjust to this "new normal." It is written not as a precise roadmap to the future, but as a guide for our organization as we move forward, encounter unexpected opportunities and challenges, and enable subordinates to make decisions in line with my intent that will posture the Minnesota National Guard for success in the future. History shows that despite our best efforts, we cannot predict the future with certainty. As former Army Chief of Staff, General Gordon R. Sullivan said, "We don't need to get it exactly right, but we must get it right enough."

This strategy reflects my priorities for the organization, and the general concepts that will lead to continued success for the Department of Military Affairs, and the mutual benefit of our partners.



Larry W. Shellito  
Major General, Minnesota National Guard  
The Adjutant General

## THE STRATEGIC ENVIRONMENT

Since the beginning of the Long War, the strategic environment has become much more complex. In addition to the myriad challenges faced by the United States, the National Guard's role in the day-to-day lives of Minnesotans has evolved. Today, the public is much more aware of the existence of the National Guard in their midst. They appreciate the capabilities of our organization and the sacrifices of our members and their families. This relationship with our citizens has been personalized to an extent unknown since World War II.

Over the short term, a combination of difficult economic times and the successes of our peer group will hinder our ability to continue our broad success in many areas without adjusting our approaches to problem solving and our routine processes.

From a recruitment perspective, the environment of rich resource availability (bonuses and recruiting funds) and limited administrative constraint (over-strength authorization) which has allowed us to enjoy more than a decade of unprecedented growth will change dramatically as our peers in other states succeed in filling vacancies and funds become more constrained. Opportunities to acquire additional force structure through traditional means will be extremely limited as we approach national end-strength caps aligned with force structure authorizations.

Change brought about by a new administration in Washington with different personalities in appointed positions working toward new priorities will cause us to justify anew the way we use the funds allocated to us to perform our missions.

Lessons learned by our military while engaged in two overseas conflicts have affected the ways that we train, mobilize and employ our units to support the Global War on Terrorism. The proficiency and confidence that these deployments have given our Soldiers and Airmen combined with the enhanced public awareness that accompanies deployments has expanded the expectations and opportunities for our units to perform the State and Community missions.

The evolving development of doctrinal command and support relationships and non-doctrinal, but statutory and constitutional relationships (title 10 versus title

32, etc) in a transforming defense structure (Northern Command, US Army North, US Air Force North, the National Guard Joint Staff, etc) and changing roles within the National Guard through the National Guard Empowerment Act will lead to increasingly dynamic competition for influence that will impact on our role in Homeland Security, Homeland Defense, and in the traditional warfighting role that we have performed so well during the last six years.

Emerging interest and confidence on the part of the Secretary of Defense toward the reserve components in general, and the National Guard in particular will create opportunities and burdens for the coming decade. One area of special note in this category will be in an expanded role in international engagement.

Though change can be uncomfortable and difficult, we move forward in this era with a number of strengths: Our “brand recognition” is at an all-time high with the citizens of Minnesota and with our elected officials, and our role in our society becomes stronger as we involve communities in our deployment cycle programs. Garrison Keillor’s “Lake Wobegon Factor” (we are all a little above average) will posture us for success through the quality of our force. We have a longstanding commitment to performance excellence and continuous improvement, and these traits will serve us well as we navigate the path to our future. Our organization is accustomed to leading change, not reacting to it, and opportunities will be found on the bleeding edge of change, not in the safety of tried and true bureaucracy.

## **THE STRATEGIC FRAMEWORK**

### **Vision, Mission, and Values:**

**Vision:** Be widely recognized locally, nationally, and internationally as an agile force of Citizen Soldiers and Airmen capable of providing the right force, at the right time, at the right place to protect America’s and Minnesota’s interests at home and abroad.

**Mission:** Provide a military force ready to accomplish federal, state and community missions.

**Federal Mission:** When directed by the President, the MNNG provides combatant commanders with mission-trained Soldiers, Airmen and units to support US involvement in world-wide armed conflict, contingency operations and full spectrum homeland security missions to a Joint Task Force (JTF).

**State Mission:** When directed by the Governor, the MNNG provides Ready Units and personnel to perform missions relating to state emergencies and the protection of our citizens.

**Community Mission:** MNNG Soldiers and Airmen add value to their communities through leadership and participation in community activities and their productivity in the workforce and educational institutions. When requested by community leaders, the MNNG authorizes Soldiers, Airmen and units to perform service projects that add value to our communities.

#### **Values:**

**Human Capital Sustainment:** Demonstrate a passion for taking care of our Soldiers, Airmen, Employees, Contractors, Volunteers, Families and supporting their Employers.

**Public Responsibility and Citizenship:** Prudent use and protection of fiscal and natural resources, earning the public trust bestowed upon us by our citizens while adding value to our communities through our actions and investments.

**Visionary Culture:** Forward looking focus in our Members and Employees, culture that looks beyond the limits of our current practices.

**Empowerment:** Adaptive and agile leadership that allows for responsible risk taking--doing the right thing for the right reasons—and the success of others.

**Continuous Improvement:** Every day, commit to making the organization better.

**Our Strategic Future:** Our future success hinges on our ability to leverage the quality of our members and our organizational effectiveness to execute internal actions that deliver value to our customers. We will focus on a two-pronged strategy: The **Force Relevance** prong of our strategy will ensure that we pursue the right force structure to meet existing and future mission needs, with a view toward balancing capabilities for our known missions and leveraging our particular strengths to provide the best fit for emerging capabilities. The **Capital Growth** prong of our strategy will ensure that we expand and modernize our infrastructure and physical plant to accommodate our required capabilities and provide the best possible working environment and resources for our people and our customers.

Major aspects within our strategy include the following:

**Building the Right Force Structure** – This aspect includes working with National Guard Bureau and the service components to identify, authorize, station, and equip appropriate force structure to meet the needs of our customers in fulfillment of our Federal, State or Local Missions.

**Developing the Future Force** – This aspect includes training and developing Leaders, Soldiers, and Airmen to function effectively in our units.

**Provide a Deployable Force** - This aspect includes ensuring that our forces are capable of deploying away from their stations to carry out their responsibilities wherever they are needed.

**Provide Interoperable Capabilities** – As we continue to develop or refine processes and procedures in the areas in which we may interact with other agencies, we must strive to look for options that will enhance our interoperability with our partners across our mission sets. In particular, this will require us to constantly consider how we gather and share information because of the security concerns that surround many military systems and processes.

**Expand and Modernize MNNG Infrastructure** – While the ravages of time affect the brick and mortar of our existing facilities and demand

maintenance and upkeep, we must balance immediate (or previously deferred) needs with an eye to expanding capabilities in new or changing markets or emerging technologies whenever possible.

**Maximize Leading-edge Sustainability Solutions** In keeping with the comment above, we must consider how to leverage opportunities in technology, environmental protection, and sustainability with an eye toward reducing future fixed costs while being good stewards of our environmental resources.

**Value to Our Customers:** This reflects the core nature of our organization as a public entity – everything we do should add value to our communities, State and Nation. This includes not only the direct resources that we provide to a community – our facilities, our services in time of need, and the direct financial impact through pay to our members and purchases for our sustainment - but also in making our Soldiers and Airmen better citizens through training, education, and other benefits of membership.

## KEY THEMES

**Embracing the New Normal: (Deployment)** Since September 11, 2001, the role of the National Guard has changed from being a strategic-reserve to being a part of the nation’s operational force. During this era of persistent conflict and constant mobilization—our New Normal--we must improve and enhance our deployment and re-deployment processes to ensure that our military capability can fully support our customers’ requirements—at home and abroad. To thrive in the New Normal, we must change our paradigm from a “single use” force to revitalizing forces as they recover from and prepare for multiple deployments during this long war. This is not a one-time adjustment, but will instead require continuous assessment of the strategic and operational environments and adjustments to procedures and processes. *[Programs and processes central to this theme may include Soldier Readiness Processing, Beyond the Yellow Ribbon, Deployment Cycle Support, and Employer Support of the Guard and Reserve.]*

**Minnesota's Citizen Warrior: (Strength)** We will sustain our strength by continuing to recruit and retain qualified Soldiers and Airmen. We know that during this period of constant mobilization, a 100% assigned strength posture is not good enough and that we must sustain our assigned strength above our force authorization. To accomplish this we must engage and invest in our Soldiers and Airmen by instituting programs that enhance health and well being, promote personal lifetime development and learning, and enhance the quality of life of our entire workforce as well as their families, employers and communities. *[Programs and processes central to this theme may include Recruiting and Retention, military training and development programs, civilian education programs, the Guard as an educational institution, and Guard for Life]*

**Optimize for our Three Missions: (Readiness)** Our federal mission will continue to require mobilizing our forces to support the Global War on Terrorism and defend the homeland through Air Sovereignty and Homeland Defense missions. To optimize our state mission, we will strengthen our relationships with state and local agencies that enable state-wide emergency preparedness. To enhance the effectiveness of our community mission we will engage community leaders and citizen groups to add value to our communities and to involve these critical partners in our success. As the demands for our Soldiers and Airmen continue, we must balance mission requirements with our ability to provide the right resources—the right force with the right equipment—to successfully conduct ongoing, multiple operations. We must maintain the readiness of our units and personnel so that we can simultaneously support full-spectrum operations within each of our three mission areas—federal, state, and community. *[Programs and processes central to this theme may include the Unit Status Report, deployability reports, exercise After Action Reports and improvements implemented, new mission, citizen/community involvement]*

**Engage Internationally: (Partnerships)** Our nation is dependent on bi-lateral and multi-national responses to threats. To support these national imperatives, we will continue to strengthen the enduring relationships we have with Norway, Croatia, and Canada. Our affiliation with these countries will go beyond military to military operations to the development of opportunities for greater civilian to civilian collaboration. To further America's interests and increase our international footprint, we will pursue engagement opportunities in accordance with Combatant Command area of responsibility guidance. To strengthen the

capability of our Soldiers and Airmen to serve successfully in a variety of operations, we must increase our participation in joint, multi-agency, and multi-national exercises. *[Programs and processes central to this theme may include the State Partnership Program, Norwegian Exchange, Croatia/MN Operational Mentor and Liaison Team mission in Afghanistan]*

### **Enhancing Capabilities: (Infrastructure and Process Improvement)**

In this era of uncertainty, we will continue to lay the groundwork for our future success. Our future planning must maximize our strengths and opportunities to enhance overall performance in areas that ultimately enhance our effectiveness in combat and domestic operations.

Facilities: As we plan for the future, we must ensure that we maintain a statewide presence and that our infrastructure meets the work space, training, storage and maintenance requirements of our Soldiers and Airmen. Future construction must keep pace with projected demographic growth and take advantage of emerging partnership opportunities with other agencies. If, as we go forward, we begin to work in an environment of limited resources, we must resist the consolidation of our facilities that diminishes our ability to serve and protect the State of Minnesota and its citizens. *[Programs and processes central to this theme may include Facilities Management Office operations, the Facilities Committee, Government Relations operations and the Strategic Planning Working Group]*

Force Structure: We will retain the most modern of our legacy force structure that has enabled our current success while aggressively pursuing the acquisition of emerging structure and equipment that leverages new technology and future operational warfighting concepts. When possible, we will pursue force structure that optimizes the diversity and diverse thinking of our force *[Programs and processes central to this theme may include J5 Operations, Force Integration Readiness Office operations, the Readiness Committee, and the Strategic Planning Working Group]*

Installations: We will enhance the capabilities and ensure the future success of Camp Ripley, the Arden Hills Army Training Site, and the airbases in Duluth and the Twin Cities. To determine the priority for enhancements, we will assess the current and future trends in training and maintenance technology, the potential

for entering into new markets, our customer preferences, and competition with programs offered by other installations.

## **ACHIEVING GOALS THROUGH PARTNERSHIPS**

**Engaging Partners:** We will continue to expand our relationships with other governmental agencies and other partners to find mutually beneficial projects and collaborative processes. Our intent is not focused on profiting from the work of others, but to work together and enable the success of our partners where possible while gaining value from others that we could not acquire on our own.

**Engaging Customers:** In addition to self-assessment of our performance with regard to customer satisfaction, we will improve our rapport with customers and stakeholders to determine how well we are meeting their needs, and adjust our processes where possible to improve their satisfaction

**Increasing Public Awareness:** We are a public enterprise, and as such, are obligated to report to the public our capabilities, successes, shortcomings, and other information within the limits of operational security, the Privacy Act, and the Health Insurance Portability and Accountability Act. In the current environment of genuine public interest and concern, we will increase our efforts to use new media and other methods to increase public awareness of our operations, capabilities and the value that we add to our communities, state, and nation.

## **TARGETED PROCESS ENHANCEMENT**

**Key Organizational Process Improvement:** We will continue to use the *Baldrige Criteria for Performance Excellence* as our integrated business model. We must develop and implement an enterprise-level performance measurement management system that allows for the review of organizational progress toward achieving our overall strategy. Finally, we must institutionalize the use of fact-based evaluation methodologies that result in meaningful and innovative

improvements throughout the organization. *[Programs and processes central to this theme may include the Organization Development, Executive Quality Council, Lean Six Sigma, Baldrige Criteria, Air Force Smart Operations 21 (AFSO 21), ISO 9000 and COGNOS software]*

**Improving Knowledge Management:** We will develop and implement systems and processes to manage organizational knowledge. Knowledge assets refer to the accumulated intellectual resources possessed by our organization and its workforce—it's the organization's "know-how" capability. Organizational and workforce knowledge may be in the form of information, ideas, policies, and technical skills and capabilities of our organization. Priorities for the development of knowledge management systems will be to the development of systems to prevent the loss of "institutional" knowledge when personnel deploy or depart the organization and to enhancing our ability to rapidly identify, share, and implement best practices. *[Programs and processes central to this theme may include our Battle Rhythm, J6 operations, and expanding the use of web-based collaboration software.]*

**Increasing Internal Synchronization:** As our operations tempo has increased, it has become more difficult to maintain organizational situational awareness between the command group, the staff, and subordinate units. We will implement new methods and techniques through battle rhythm events, increased use of collaborative tools and leveraging our substantial investment in computers and network technology to improve our internal synchronization and situational awareness.

**Increasing the Diversity of Our Force:** We will provide greater opportunities for female recruitment through careful apportionment of gender-neutral force structure throughout Minnesota, and will improve our recruiting penetration of minority groups in Minnesota while retaining quality Soldiers and Airmen.

**Improving Force Protection:** In addition to complying with traditional physical security and force protection requirements, we will implement programs focused on protecting our soldiers while they are not on duty – health risk training, crime prevention, and suicide prevention training – to ensure that we do as much as possible to take care of our Soldiers and Airmen.

**Lifetime Development and Quality of Life:** Service in the National Guard bestows certain military sub-culture traits upon our members. Our component values combined with a military work ethic add value to our communities, and enhance the quality of life for our Soldiers, Airmen, their Families, and employers. We will foster a greater understanding and emphasis on the advantages of the National Guard as a way of life, by encouraging education and life-long learning, participation in community activities, and fostering an awareness of the world around us. Coupled with that are benefits (education, health and retirement) that support an improved quality of life and economic impact in our communities.

## **STRUCTURE AND ROLES**

Per Minnesota Statute, the "Department of Military Affairs" ... is comprised of and includes the military forces of the state, the Office of the Adjutant General, all military reservations, military installations, armories, air bases, and facilities owned or controlled by the state for military purposes, and civilians employed by the state for the administration of the Military Department.

The term "military forces" includes the National Guard, the State Guard, and any other organizations or components of the organized militia as may be authorized by state or federal law. (Currently, the National Guard is the only element of the organized militia in this category.)

"Military reservations," includes military installations, armories, air bases, and facilities owned or controlled by the state for military purposes. The term "National Guard" includes the Army National Guard and the Air National Guard.

The Adjutant General is the Commissioner of the Military Department and the senior military officer commanding the military forces of the State.

We are organized into four major elements, each with different purposes. Many of us perform roles in more than one of these elements, often

simultaneously. It is important to understand these functions as we carry out our responsibilities. The functions of these four elements are listed below:

**The Joint Force Headquarters** is the command and control node for the Department of Military Affairs. It functions as a staff for the Adjutant General to assist him in carrying out responsibilities at the State level in a capacity similar to that of a combatant command at the Federal level. Those responsibilities and authorities are:

- (A) giving authoritative direction to subordinate commands and forces necessary to carry out missions assigned to the command, including authoritative direction over all aspects of military operations, joint training, and logistics;
- (B) prescribing the chain of command to the commands and forces within the command;
- (C) organizing commands and forces within that command as necessary to carry out missions assigned to the command;
- (D) employing forces within that command as necessary to carry out missions assigned to the command;
- (E) assigning command functions to subordinate commanders;
- (F) coordinating and approving those aspects of administration and support (including control of resources and equipment, internal organization, and training) and discipline necessary to carry out missions assigned to the command; and
- (G) exercising authority with respect to selecting subordinate commanders, selecting command staff, suspending subordinates, and convening courts-martial, as provided by statute.

Though the Camp Ripley Training Center and the Arden Hills Army Training Site are predominantly managed and funded within the Army component, they are overseen by the Joint Force Headquarters because of their joint and inter-agency training utilization.

**The Minnesota Army National Guard (MNARNG)** functions as the Army Component Command to the Department of Military Affairs. It is responsible to provide service component support to accomplish the missions of the

Department of Military Affairs. These support functions include administration and management of Army personnel, resourcing and sustaining MNARNG forces, and to exercise command authority for operations if this authority is delegated by the Adjutant General. The Adjutant General may also choose to retain direct operational command authority over specific units designated for a task, or to assign them to a designated joint commander. If so, the service component support functions remain the responsibility of the MNARNG. In conjunction with the Office of the Adjutant General, the MNARNG is also responsible to oversee MNARNG armories throughout the state.

**The Minnesota Air National Guard (MNANG)** functions as the Air Component Command to the Department of Military Affairs. It also has service component responsibilities with respect to MNANG units, such as administration and management of Air Force personnel, resourcing and sustaining MNANG forces, and to exercise command authority for operations if this authority is delegated by the Adjutant General. The MNANG usually delegates most support functions directly to the Wings because of their distinct nature and the resourcing structure in the Air National Guard. The Adjutant General may also choose to retain direct operational command authority over specific units designated for a task, or to assign them to a designated joint commander. If so, the service component support functions remain the responsibility of the MNANG. The MNANG is also responsible to oversee the MNANG bases in Minneapolis-St Paul and Duluth.

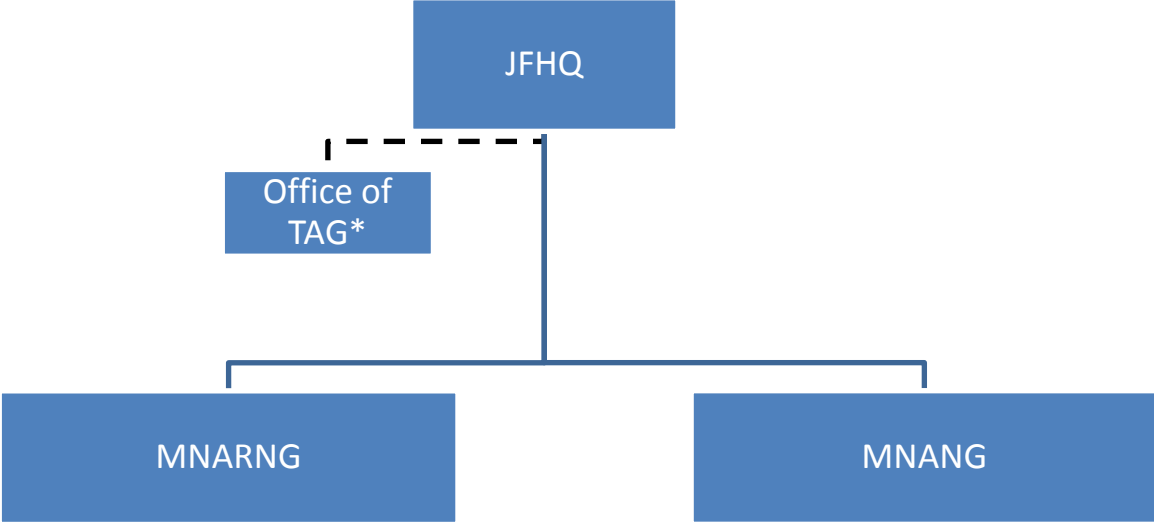
**The Office of the Adjutant General (OTAG)** functions as the primary interface between the Department of Military Affairs and State Government. The OTAG ensures that the Department of Military Affairs meets the requirements set forth by State Government, and provides the primary linkage between the Department of Military Affairs and the Governor's Office, the Legislature, and other state agencies. The OTAG provides personnel management of state employees and provides administrative and logistical guidance and support to military forces in State Active Duty status. It processes purchase orders, payroll, and negotiates leases and other fiduciary encumbrances for state fund disbursement. The OTAG also oversees federal funds received through cooperative agreements and grants, and manages the state-funded aspects of the department's budget, including cost-shared construction and maintenance of joint federal-state projects.

Other entities not organized inside the DMA that have important roles and responsibilities for resources and/or oversight of activities include the Office of the United States Property and Fiscal Officer (USP&FO), the Minnesota State Armory Board Commission (MSABC), and the Employer Support of the Guard and Reserve (ESGR) office for Minnesota. Each of these have responsibilities beyond the scope of the DMA, but are comprised of soldiers, airmen, employees or board members who are also members or employees of the DMA.

## **CONCLUSION**

The strategy contained in this document is the result of an assessment of the current and future strategic environment and the capabilities and functions of the Minnesota National Guard. The success of our organization today is the result of a legacy of good planning and decision making by our predecessors. The Minnesota National Guard has a very even balance of force structure and training resources that has allowed excellent opportunities for our service members and capabilities to meet the needs of the people of Minnesota and the nation. If we work together to logically and deliberately adapt our force, our operations, and our functions in accordance with these priorities, I am certain we will posture the organization for continued success.

# Organizational Chart



\*Refers to the State Supporting Agency

# Strategy Map

## Minnesota Army National Guard Strategy Map

**VISION:** Within the next five years, be widely recognized locally, nationally, and internationally as an agile force of citizen Soldiers capable of providing the right force, at the right time and at the right place to protect America's Interests at home and abroad.

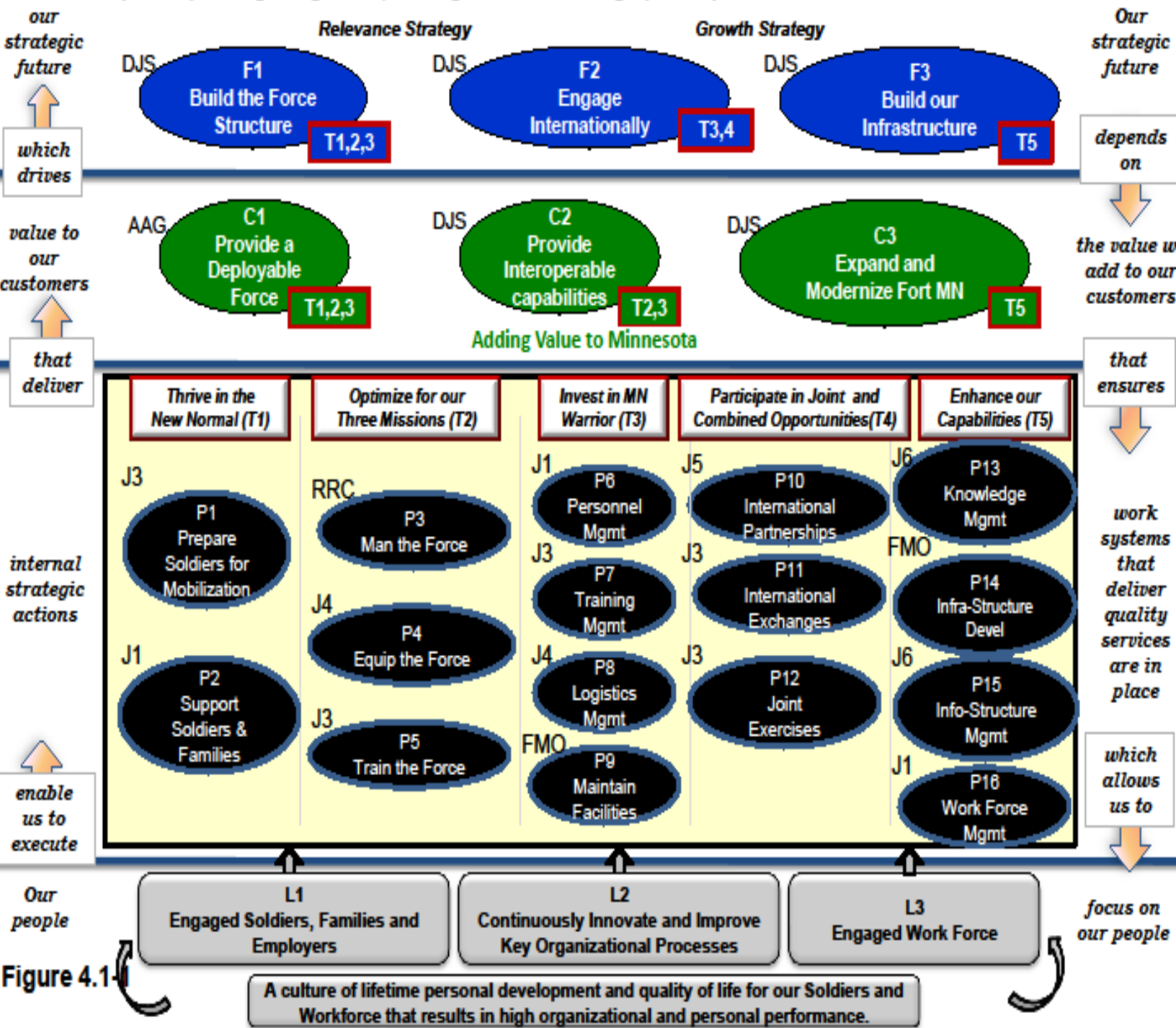


Figure 4.1-