

Testimony of Brenda Jordan, National Guard Association of Maine  
11 Riverbend Drive, Glenburn, ME 04401 207-461-0348

My name is Brenda Jordan, and I am here today representing the National Guard Association of Maine speaking for L. D. 245 An Act To Authorize a General Fund Bond Issue for Maintenance of State Armories.

The purpose of my testimony is to provide current information on a significant financial gap in the Military Bureau, Maine National Guard facilities program within the Department of Defense, Veterans and Emergency Management (DVEM). This gap includes operational shortfalls, deferred maintenance, repairs, modernization and replacement of MENG facilities requiring a state share.

The Master Cooperative Agreement with the Federal Government provides DVEM with over 89% of its funding for Army National Guard facilities. Please see the attached chart.

In the past decade, this gap was partially filled through the sales of obsolete armories and use of the proceeds for state share. There are no more armories available to sell. The Department prepared a biennial budget submission for military training and operations (Fund 01015A010810) to address this structural gap. It was not funded.

This Bond provides \$11.0 Million dollars for armories and support facilities for State responsibility of maintenance, repair, capital improvement, and modernization projects leveraging up to \$14.0 Million in federal matching funds from FY15 through FY19. It includes three parts:

1. \$ 2.0 Million in State share for maintenance and repair projects.
2. \$ 6.0 Million in State share for capital repairs.
3. \$ 3.0 Million in State share for modernization and energy savings projects.

The second portion of this bond is ARNG Training facility modernization. The Guard has a well-documented shortfall of 6,000 acres of training land. Most of the training infrastructure consists of small parcels with limited training facilities that meet current DOD standards for individual or crew training. The closest training areas meeting these standards are out-of-state.

This bond provides \$3 Million for the purchase of up to 6,000 acres of training land for the Army National Guard. The State is responsible for providing the necessary real estate to conduct readiness training. No State of Maine General Funds are required after acquisition. Operations and maintenance of Training facilities are 100% federally supported under the Master Cooperative Agreement.

**TOTAL Bond Amount - \$14 Million Dollars**

For these reasons the National Guard Association of Maine is testifying for L. D. 245 An Act To Authorize a General Fund Bond Issue for Maintenance of State Armories. I would be happy to answer any questions the Committee may have.

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For: L.D. 245

An Act To Authorize a General Fund Bond Issue for Maintenance of State Armories

Presented by Senator TUTTLE of York.

Cosponsored by Representative LUCHINI of Ellsworth and Senator: MASON of Androscoggin,  
Representatives: BEAULIEU of Auburn, FOWLE of Vassalboro, GIFFORD of Lincoln,  
KINNEY of Limington, LONGSTAFF of Waterville, RUSSELL of Portland, SCHNECK of  
Bangor.

Date: June 12, 2013

Senator Hill, Representative Rotundo and members of the Joint Standing Committee on  
Appropriations and Financial Affairs:

My name is Brenda Jordan, and I am here today representing the National Guard Association of  
Maine speaking for L. D. 245 An Act To Authorize a General Fund Bond Issue for Maintenance  
of State Armories.

The purpose of my testimony is twofold; the first is to provide current information on the state of  
Maine National Guard Armory and Readiness Center maintenance backlog, repair and  
modernization. The second portion of this bond is ARNG Training facility modernization.

The Department of Defense, Veterans and Emergency Management (DVEM) identified a  
significant financial gap in the Military Bureau, Maine National Guard facilities program. This  
gap includes operational shortfalls, deferred maintenance, repairs, modernization and  
replacement of MENG facilities requiring a state share.

The Master Cooperative Agreement with the Federal Government provides DVEM with over  
89% of its funding for Army National Guard facilities. Readiness Centers (Armories) require a  
25% to 50% state match for operations, maintenance, repairs, and modernization, depending on  
facility use. Maine National Guard Logistics and Training Center facilities are 100% federally  
supported and have received the majority of federal maintenance and repair dollars over many  
decades due to the persistent lack of state General Funds for facilities. See the attached chart on  
page three of this testimony.

In the past decade, this gap has been partially filled through the sales of obsolete armories and  
use of the proceeds for state share. There are no more armories available to sell. The Department  
prepared a biennial budget submission for military training and operations (Fund  
01015A010810) to provide a base level of state funding to address this structural gap in the  
FY14-15 Biennium. It was not funded.

This Bond provides \$11.0 Million dollars for Air and Army National Guard Readiness Centers  
and support facilities for State responsibility of maintenance, repair, capital improvement, and

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modernization projects leveraging up to \$14.0 Million in federal matching funds from FY15 through FY19. It includes three parts:

1. \$ 2.0 Million in State share for Air and Army National Guard Readiness Center maintenance and repair projects. Provides \$300,000 in FY15, and \$400,000 in FY16 through FY19 for this purpose.
2. \$ 6.0 Million in State share for Air and Army National Guard Readiness Center capital repairs. Provides average of \$ 1 Million per year from FY15 through FY19 for this purpose.
3. \$ 3.0 Million in State share for Air and Army National Guard Readiness Center modernization and energy savings projects. Provides an average of \$600,000 per year from FY15 through FY19.

The second portion of this bond is ARNG Training facility modernization. The Maine National Guard has a well-documented shortfall of 6,000 acres of training land based on DOD Requirements for its assigned force structure. Most of the MENG training infrastructure consists of small parcels that are of marginal use for training purposes given its current and projected force structure and missions. The Department has limited training facilities and apparatus that meet current DOD standards for individual or crew training. The closest training areas meeting these standards are located in Jericho, Vermont or Camp Devens, Massachusetts. This results in an additional burden on Soldiers, families and employers in terms of time spent traveling instead of training.

The Military Bureau has identified potential land owners with parcels that meet Department of Defense space requirements for maneuver and training facilities meeting DOD standards. Operations and maintenance of Training facilities are 100% federally supported under the Master Cooperative Agreement. The State is responsible for providing the necessary real estate to conduct readiness training. No further State of Maine General Funds are required for support after acquisition.

This bond provides \$3 Million for the purchase of up to 6,000 acres of training land for the Army National Guard to offset current shortfall of training lands and facilities to sufficiently transition from a Strategic Reserve to an Operational Force. Currently, units have been fielded current generation of equipment with minimal maneuver area to train operators and crews in critical tasks.

[REDACTED]

For these reasons the National Guard Association of Maine is testifying for L. D. 245 An Act To Authorize a General Fund Bond Issue for Maintenance of State Armories. I would be happy to answer any questions the Committee may have, and I will be available for work sessions on this bill.

**FACILITY MAINTENANCE & REPAIR:**

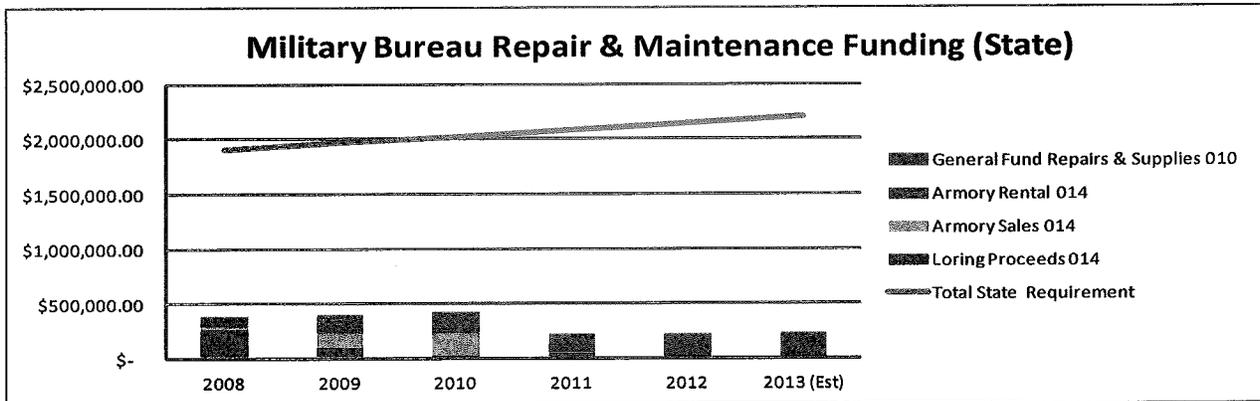
The routine repair and preventative maintenance gap (not including capital repair, modernization and energy improvement) is shown in the chart below. This current request is for \$300,000 in the first year, followed by \$400,000 the other four (4) years. The national industry baseline for maintenance & repair support is \$4 to \$6 per square foot (SF). The Maine National Guard has a 317,759 SF State support requirement. When adjusted for inflation, the result is about a \$2 million dollar shortfall - with the current level of State support under \$1 per SF. The requested funding would help close the gap on the backlog of maintenance, while also providing more support for preventative maintenance to preserve and extend the life of critical building systems.

**Military Bureau  
 Repair & Maintenance Funding Streams for State Supported SF**

State FY	General Fund Repairs & Supplies 010	Armory Rental 014	Armory Sales 014	Loring Proceeds 014	Total State Requirement *
2008	\$ 40,670.00	\$ 52,856	\$ 32,569.00	\$ 253,580.00	\$ 1,906,554
2009	\$ 128,637.00	\$ 27,491	\$ 144,160.00	\$ 92,599.00	\$ 1,963,751
2010	\$ 152,333.00	\$ 38,838	\$ 211,042.00	\$ 19,883.00	\$ 2,022,663
2011	\$ 100,294.00	\$ 52,915	\$ 21,480.00	\$ 42,514.00	\$ 2,083,343
2012	\$ 202,680.17	\$ 19,328	\$ -	\$ -	\$ 2,145,843
2013 (Est)	\$ 208,760.58	\$ 20,294	\$ -	\$ -	\$ 2,210,219

\* Total State Supported Square Footage is 317,759

Total State Requirement based upon 317,759 SF x \$6.00 (National Industry Standard). Adjusted for +3% inflation per year.



# Portland Press Herald

January 27, 2013

## Legislators take 'eye-opening' tour of aging armory

The tour of the Gardiner readiness center raises questions about conditions at similar facilities statewide.  
By PAUL KOENIG Kennebec Journal

GARDINER - Lt. Col. Dwaine Drummond led a committee of legislators through the 60-year-old National Army Guard armory, pointing out areas needing improvement.

There was the drill hall's uninsulated ceiling and the door to an indoor shooting range that remained shut because the Guard is unable to remove enough lead from the room.

The tour of the Gardiner facility Wednesday gave members of the Legislature's Veterans and Legal Affairs Committee a firsthand look at the condition of the aging armory and highlighted budget issues facing the Maine National Guard.

"That visual component really puts the stamp on the problem," said Rep. Diane Russell, D-Portland, after the tour. "It's really eye-opening."

"The state of our armories is deplorable, and we're doing a disservice to our National Guard," she added.

Drummond, director of director of facilities and engineering for the Maine Army National Guard, said the Gardiner armory's condition and age are similar to more than half of the state's 23 readiness centers, or armories, which prepare soldiers for deployment in the state and abroad.

Since the late 1980s, the state has closed 11 armories that were in similar disrepair, and Gardiner's armory could be the next to go, he said.

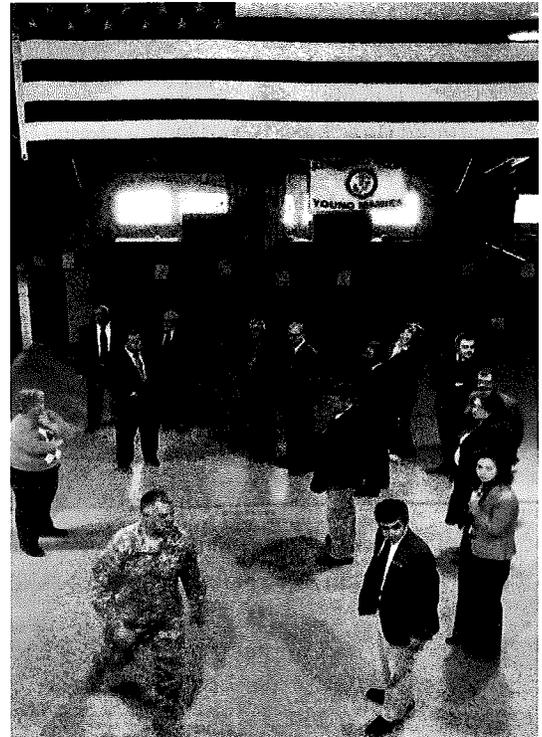
Drummond said the Gardiner armory probably will be demolished after the 113th Engineer Battalion moves to its future headquarters at the \$23 million readiness center being built in Brunswick, although that hasn't been determined yet.

"My best guess is the facility will be torn down," he said. "If we were to keep it, we'd be at the same place we are now -- just throwing good money at a bad problem."

The facility being built at the former Brunswick Naval Air Station is set to be completed by the end of 2014.

Drummond said that improvements in energy efficiency are the most pressing need for many of the readiness centers. He said most of the operating and maintenance budget for facilities is spent on heat and utilities. Repairs usually are done only if they are absolutely necessary, such as fixing a broken boiler, he said.

Besides being unable to fund maintenance such as replacing old windows, most state-funded readiness centers can't afford custodial services. The full-time employees preparing weekend drills and other training at the facilities do all the general upkeep, such as mowing lawns, sweeping floors and cleaning toilets, Drummond said.



Army National Guard Lt. Col. Dwaine Drummond leads members of the Legislature's Veterans and Legal Affairs Committee on a tour of the Gardiner Armory on Jan. 23.

Andy Molloy/Kennebec Journal

"I'm pretty sure there aren't any other state departments where the employees have to clean the toilets," he told the legislators. "To me that kind of sums it up. We do what we have to do."

Rep. David Johnson, R-Eddington, said he remembers having to clean everything during his time in the Marines.

Drummond said soldiers in training still are expected to perform cleaning duties as part of their service, but he doesn't think the ones working at the facilities should have to do so as part of their duties.

He reiterated that other state employees don't clean toilets.

"Maybe they should," said Rep. Jeffery Allen Gifford, R-Lincoln.

## **NEED FOR FEDERAL FUNDS**

The National Guard originated from colonial militias and serves both the state and federal governments. Since it serves both, the Maine National Guard is jointly funded by the U.S. Department of Defense's National Guard Bureau and the Maine Department of Defense, Veterans and Emergency Management.

This year, the state's department had a total budget of \$6.3 million and \$3.3 million for the Army and Air National Guards, according to Deputy Commissioner Daniel Goodheart. The \$6.3 million is down \$3 million from five years ago, he said.

Total federal funding for the Maine National Guard averages around \$326 million, according to Col. Donald Lagace, the National Guard Bureau's U.S. property and fiscal officer for Maine.

But part of the federal funding depends on matching funds from the state, Lagace said. About \$65 million to \$70 million of federal funding is tied directly to around \$2 million in matching state funding through a cooperative agreement, mostly in operations and maintenance, he said.

If the state cuts part of that funding, the Maine National Guard will see an even larger cut in federal dollars. Gov. Paul LePage's curtailment order issued at the end of last year included a \$76,000 cut from the Department of Defense, Veterans and Emergency Management and \$10,000 from military training and operations.

Russell, who is serving her third year on the Veterans and Legal Affairs Committee, said the relationship that requires matching state money is why it's so important to preserve the funding for the Maine National Guard.

"Every time we cut back on those items, that's less and less our National Guard has to be ready for a disaster," she said.

Johnson, in his second year on the committee, said if extra funding can be found, he would advocate for it to be spent on improving the current facilities.

"I wish we had all the money we need to take care of these guys the way we should, but until we find some more money somewhere, everyone has to tighten up their belts a bit," he said.

Peter Rogers, spokesman for the Maine Department of Defense, Veterans and Emergency Management, said the committee has been supportive of the National Guard, and the visit to the Gardiner armory was a good chance for them to take a closer look at the department.

"What we're looking for is to make sure we can provide the state match to continue to bring in all those federal funds," he said.

Rogers said the employees have done a great job of fixing aging facilities with few state funds for maintenance, but "you can only put a Band-Aid on so much."

## **FUTURE OF ARMORIES**

The state funding of readiness centers depends on whether the facility is on state or federally owned or leased land, as well as its use, Drummond said.

The share of maintenance and operating expenses in state facilities such as the armory in Gardiner typically is split 50-50, while those owned by the federal government are completely funded by the feds. The state pays 25 percent for operations that also hold federal units or were opened for a federal directive, Drummond said.

Only three readiness centers are on federally owned or leased land, but Drummond said any new buildings probably will be built on federal land, like the new readiness center in Brunswick.

He said Maine would have had to contribute \$5 million to \$6 million -- nearly all of the department's budget -- toward the \$23 million construction cost if it were on state-owned or leased land.

Since the 1990s, four readiness centers have been built or bought, and only two of those were to replace the 11 that were closed, according Drummond.

He said closing the armories caused the Maine National Guard to lose a presence in the communities and made it more difficult to recruit from those areas.

Having fewer readiness stations also makes it more challenging to respond to emergencies, Drummond said.

Rogers said the overall number of Maine National Guard members has remained consistent in recent years, and that the facility closings have been part of a general consolidation.

The average age of a readiness center in the country is 67 years, and most armories in the state will exceed that in 10 years, according to Drummond.

He said those aging armories probably won't be closed anytime soon, because he expects less federal money to be available for the construction of new facilities. Drummond said it could be another 25 years before they're all replaced.

"We're competing for limited resources, like everyone else," he said.

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