DH0104 Military Department – Capital

Capital Budget Summary

State-owned Capital Improvement Program (\$ in Millions)

	Prior	2018	2019	2020	2021	2022	Beyond
Projects	Auth.	Request	Est.	Est.	Est.	Est.	CIP
Freedom Readiness							
Center	\$3.471	\$19.214	\$5.610	\$3.015	\$0.000	\$0.000	\$0.000
Havre de Grace CSMS							
Automotive							
Maintenance Facility	\$0.000	\$10.000	\$2.685	\$0.752	\$0.000	\$0.000	\$0.000
Easton Readiness							
Center	\$14.571	\$6.253	\$0.000	\$0.000	\$0.000	\$0.000	\$0.000
Camp Fretterd Complex							
Access Control	\$0.000	\$2.530	\$0.130	\$0.000	\$0.000	\$0.000	\$0.000
Havre de Grace CSMS							
Surface Equipment							
Maintenance Facility	\$0.000	\$1.378	\$0.000	\$14.986	\$2.985	\$1.002	\$0.000
Baltimore City							
Readiness Center	\$0.000	\$0.000	\$0.000	\$0.000	\$0.000	\$6.500	\$0.000
Maryland Emergency							
Management							
Agency							
Headquarters	\$0.000	\$0.000	\$0.887	\$6.221	\$5.842	\$0.000	\$0.000
Total	\$18.042	\$39.375	\$9.312	\$24.974	\$8.827	\$7.502	\$0.000

	Prior	2018	2019	2020	2021	2022	Beyond
Fund Source	Auth.	Request	Est.	Est.	Est.	Est.	CIP

Total	\$18.042	\$39.375	\$9.312	\$24.974	\$8.827	\$7.502	\$0.000
PAYGO FF	\$15.971	\$35.574	\$1.635	\$12.752	\$0.000	\$1.002	\$0.000
GO Bonds	\$2.071	\$3.801	\$7.677	\$12.222	\$8.827	\$6.500	\$0.000

CSMS: Combined Support Maintenance Shop CIP: Capital Improvement Program

GF: general funds

GO: general obligation PAYGO: pay-as-you-go

Note: The amount of funding for the Freedom Readiness Center differs from what is reported in the Governor's 2017 CIP.

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Summary of Updates

Fiscal 2016 to 2025 Facilities Master Plan: The 2014 *Joint Chairmen's Report* required the Military Department to submit an updated Facilities Master Plan (FMP). A detailed document providing an overview of the department, description of existing facilities, and an outline of future capital needs was submitted in June 2015.

Summary of Recommended PAYGO Actions

1. Concur with the Governor's Allowance for the Easton Readiness Center and Freedom Readiness Center, Havre de Grace Automotive Maintenance Facility, Havre de Grace Surface Equipment Maintenance Facility, and Camp Fretterd Complex Access Control.

Summary of Recommended Bond Actions

1. Easton Readiness Center

Approve \$3,587,000 in general obligation bonds for the construction of the Easton Readiness Center for fiscal 2018.

2. Freedom Readiness Center

Approve \$214,000 in general obligation bonds for the construction of the Freedom Readiness Center for fiscal 2018.

3. SECTION 2 – Military Department – Dundalk Readiness Center Alterations and Addition

Approve the de-authorization of \$350,000 in general obligation bonds for the Dundalk Readiness Center Alterations.

4. SECTION 12 – Military Department Freedom Readiness Center

Approve the pre-authorization of \$3,975,000 in general obligation bond funds for the Freedom Readiness Center for fiscal 2019.

5. SECTION 13 – Military Department – Freedom Readiness Center

Approve the pre-authorization of \$3,015,000 in general obligation bond funds for the Freedom Readiness Center in fiscal 2020.

Program Description

The Military Department provides the overall direction, development, and maintenance of the Maryland National Guard (MDNG), which is comprised of the Maryland Army Guard and the Maryland Air Guard. MDNG may be called up by the Governor during State emergencies or may be activated by the federal Department of Defense. The Military Department also operates the Maryland Emergency Management Agency (MEMA). MEMA is responsible for statewide emergency response activities.

To fulfill its mission, the Military Department oversees the construction, operations, and maintenance of armories and other facilities. The State's share of capital construction costs for National Guard Bureau (NGB) projects varies, but the cost of new Army National Guard facilities is typically split 75% federal and 25% State. Construction and maintenance of Air National Guard facilities is 100% federally funded. Projects involving additions or alterations resulting from changed mission requirements are usually 100% federally funded. MEMA is not part of NGB; therefore, project costs are not required to be shared with the federal government.

Federal funding varies by source and is directly related to what type of work activity is being conducted at the relevant facility. The following is a list of federal funding sources along with a description of each.

- *Operations and Maintenance National Guard:* Provides funding for all maintenance projects, based on a current inventory of real property facilities. In terms of readiness centers, the State will pay 25% for a center that is on federally owned land and 50% for centers on State-owned land. Authorizations and appropriations must take place in the same fiscal year.
- Sustainment, Restoration, and Modernization (SRM): Provides funding for repair projects to restore a facility to a condition that enables it to be used for its designated, functional purpose. Initial funding is based on an Installation Status Report, and additional funding can be made available after National Guard validation and the availability of federal funds. SRM can also fund construction projects, but only for those less than \$750,000. SRM funds are a single-year appropriation, and additional funding for specific project requests may be available based on NGB project validation and availability of federal funds.
- *Military Construction (MILCON):* Provides funding for large construction projects of \$750,000 or more that are typically on the Long Range Construction Plan. Funding is based on projects listed on the Future Years Defense Plan, and the federal/State split is based on the Military Construction Cooperative Agreement. MILCON appropriations have five years during which funds can be obligated for the project and a 10-year timeframe during which funds can be disbursed for the project. Authorizations expire after two years, and appropriations expire after four years.
- Critical Unfunded Requirement (CUFR): Provides funding for large construction projects between \$750,000 and \$8 million. This is primarily used for projects that cannot wait for the

full 8-year program objective memorandum process. They must be executable in the upcoming budget year and highly critical to the Army National Guard mission.

• Unspecified Minor Military Construction (UMMC): Provides funding for low-cost MILCON projects between \$750,000 and \$2 million that address urgent needs. Federal and State shares for UMMC projects are determined using the same criteria as other MILCON projects. State UMMC submissions compete against those of other states, and authorizations expire after two fiscal years, while appropriations expire after four years.

Performance Measures and Outputs

Army National Guard Facilities Fail to Reach Maintenance Goals

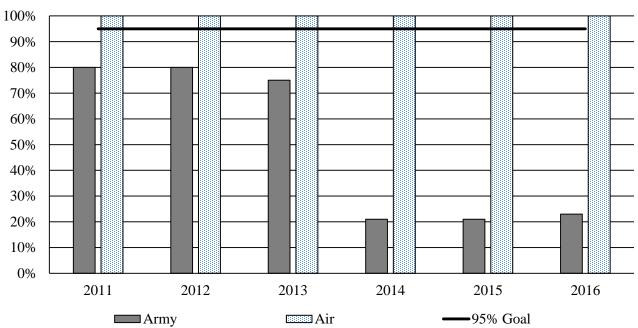
All MDNG facilities and real property support the operational and training needs of MDNG and the ability to respond to State and local emergencies. One of the responsibilities of the Military Department is to build and maintain the armories and other facilities used by MDNG. Through a cooperative agreement with NGB, maintenance funding is split between federal and State funds, depending on the facility. The department has a goal of maintaining 95% or more of Maryland's Army and Air Guard facilities in a fully functional status in compliance with NGB requirements.

Exhibit 1 depicts the percentage of Army and Air Guard facilities in fully functional status from fiscal 2011 through 2016. During the past six fiscal years, Army National Guard facilities have yet to meet the 95% functionality target, while Air National Guard facilities have been rated 100% functional each year. This discrepancy is the result of differences in the age and number of facilities to maintain as well as the source of maintenance and construction funding.

Overall, Air National Guard facilities are primarily federally funded, and these facilities are generally in good condition. As such, they have been rated 100% fully functional for the past six fiscal years. Most military functions associated with air power are concentrated in large operational bases. As such, there are far fewer Air National Guard facilities to maintain. The principal Maryland Air National Guard installation is Warfield Air National Guard Base, co-located with Martin State Airport in Middle River.

By contrast, the Army National Guard has 33 readiness centers in 32 separate locations. More than half of the readiness centers have less than 70% of required space, and one-third are older than 55 years – the federal standard useful life for this type of facility. In addition, more than half of the current maintenance facilities are grossly inadequate. As facility standards have been updated in recent years to incorporate green building initiatives, the functional rating of the Army National Guard facilities has continued to decline. However, in fiscal 2016, the rating increased slightly, by 2 percentage points.





Note: The Maryland Army National Guard has an objective of maintaining 95% of the facilities in a fully functional status in compliance with National Guard Bureau requirements.

Source: Department of Budget and Management

Army National Guard facilities receive a mix of federal and State funding for both maintenance and construction costs. Historically, the department believes that the average age of the facilities and reduction of maintenance funding due to cost containment have impacted facility ratings. Because of those general fund cost containment actions, some matching federal funding was unexecuted due to the lack of matching general funds. In addition, there is a significant backlog in maintenance projects.

As the department is funded to build new facilities and repair existing infrastructure in fiscal 2018, it expects improvements will follow in Army National Guard facility functionality ratings. Overall, the fiscal 2018 operating budget provides enhanced maintenance funding for Army National Guard facilities, and the fiscal 2018 capital budget funds the replacement of two readiness centers to help address these issues.

Budget Overview

The 2017 Capital Improvement Program (CIP) includes funding for three replacement readiness centers, construction of two new Combined Support Maintenance Shop (CSMS) facilities, and expansion of MEMA Headquarters facility. The fiscal 2018 allowance includes \$3.8 million in general obligation (GO) bonds and \$35.6 million in federal pay-as-you-go (PAYGO) funds. The MEMA Headquarters project requires 100% State funding, while the other projects are anticipated to be split 75%/25% between federal and State dollars.

Fiscal 2018 Projects

Freedom Readiness Center

This project will replace two antiquated readiness centers, consolidating units in Ellicott City and Catonsville into one facility. These two units are currently at readiness centers that do not meet NGB standards and are located in areas that have experienced significant growth, impinging on access for personal and military vehicles. The new facility will contain functional space to meet all requirements for two National Guard units, including unit administrative offices, equipment storage areas, locker areas, toilet/shower facilities, classrooms, soldier training areas, an assembly hall, and other support spaces. The facility will support 265 traditional weekend National Guard soldiers and up to 12 full-time active duty military personnel. The department anticipates that the two units will drill on opposite weekends to maximize the availability of shared facilities and areas.

The new Freedom Readiness Center will be located on a 56-acre parcel on the grounds of the Springfield Hospital property, which was deemed excess property by the Department of Health and Mental Hygiene (DHMH). The property was transferred from DHMH to the Military Department in May 2015 at no cost, saving the State approximately \$2.5 million in land acquisition funding.

GO bond funding was added for this project in fiscal 2016 to obtain a federal commitment to design and construct the new facility. This project was selected for funding in the President's fiscal 2017 Future Year's Defense Program budget. In order to be eligible for federal funds, the Military Department must be able to show State commitment to the project. The fiscal 2016 capital budget provided \$1.3 million in GO bonds to design the facility. Overall, a total of \$19.214 million in construction funding is included in the fiscal 2018 allowance (\$19.0 million in federal funds and \$214,000 in GO bonds). The total estimated cost of the project is \$31.3 million. Construction is estimated to start in November 2017, and the project completion date is November 2019.

The 2017 session capital budget bill includes pre-authorizations for both the 2019 and 2020 sessions in the amounts of \$3,975,000 and \$3,015,000 respectively, to allow the construction to be approved by the Board of Public Works (BPW) in fiscal 2018 without all of the State funds having already been authorized.

The design contract was approved by BPW in September 2016 in the amount of \$2.7 million. While this exceeded the amount currently programmed for design by \$600,000, there are sufficient prior authorized funds available to fully fund the design stage. To the extent that design costs are approximately 25% more than anticipated, the department should be prepared to brief the committee on whether the \$26.5 million cost estimate sufficiently captures the estimated funds necessary to construct the project.

Havre de Grace CSMS Automotive Maintenance Facility

The fiscal 2018 budget provides \$10 million in federal funds for the construction of a new specialized automotive maintenance facility at the Havre de Grace Readiness Center. The existing facility's original design and configuration does not meet modern standards for National Guard maintenance facilities; in particular, the facility has insufficient space, improper configuration, and aging infrastructure. The Military Department submitted this project to NGB to be considered for funding under the CUFR program in fiscal 2016. The CUFR program provides funds to State Army National Guard units to address infrastructure needs that are urgent and can be addressed within the next fiscal year. The fiscal 2016 budget provided a federal PAYGO authorization of \$8 million in anticipation of receiving federal approval for the project, but the project was not selected, and the funds have been canceled in the budget closeout process.

Currently, \$10.0 million in federal funds are available in fiscal 2018, with \$832,000 allotted for planning and the remaining \$9.17 million for construction, including maintenance bays, storage and administrative areas, and other staff support spaces. While readiness centers are typically funded with a 75%/25% split of federal/State funds, the CSMS Automotive Maintenance Facility can be up to 100% federally funded. However, the Military Department requests a State contribution because available federal funds are insufficient to build the project to full scope. Construction is set to begin in August 2018, and project completion is set for 2020 at an estimated cost of \$13.4 million. To the extent this project has once before been canceled at the federal level, the department should brief the committee on its level of confidence that the project will be funded.

Easton Readiness Center

The project will construct a new Easton Readiness Center in Talbot County. The current facility has insufficient and inadequate space. The facility was built for an all-male National Guard Company but now houses males and females. The new facility will have administrative offices, equipment storage areas, locker rooms, bathroom facilities, classrooms, training areas, an assembly hall, and support spaces constructed to readiness center standards.

Funding for this project was added in fiscal 2016 due to the availability of \$13.8 million in federal funds to begin design and construction of the facility. Funding from the State has been authorized, and the fiscal 2018 budget includes funding to complete construction and funds for equipment. A total of \$6.25 million is available, with \$3.6 million in GO bonds and \$2.6 million in federal funds. Project completion was scheduled for November 2017. The construction contract was approved by BPW in September 2016 in the amount of \$17.7 million, not including contingencies and inspection and testing. The estimated construction costs reported in the 2017 CIP is only \$16.6 million.

The department should be prepared to brief the committees concerning whether the level of funding programmed will be sufficient to complete the project as contracted.

Camp Fretterd Complex Access Control

This project will construct an Access Control Complex at Camp Fretterd Military Reservation in Reisterstown. The current complex lacks an adequate vehicle inspection area, an adequate security building, passive and active anti-terrorism/force protection structures, and additional space for vehicles entering the site. New features will include an access control security building, a 1,400 square foot guard booth, a new covered vehicle inspection area, backup generator, associated paving, and anti-terrorism/force protection measures. This facility is 100% federally supported in fiscal 2018, with \$2.53 million in federal funds for design and construction. The design phase is set to start in November 2017 with construction in June 2018 and project completion in June 2019. **The department should brief the committee concerning the status of the federal funding and the degree of confidence that this project will be scheduled and approved at the federal level.**

Havre de Grace CSMS Surface Equipment Facility

This project will be located within the CSMS Complex at the Havre de Grace State Military Reservation. While the existing structure has multiple deficiencies and has exceeded the federal standard for useful life, the prospective facility will contain functional space to meet all requirements for sustainment level maintenance operations and State-level maintenance management for Army National Guard surface equipment.

For fiscal 2018, \$1.37 million in federal funds is allocated for planning and design. Since the project is classified as CUFR, no funds from the State are required to fund the design stage. The project will be completed using the design-bid-build construction method. MILCON funds are programmed for construction, beginning in fiscal 2020. The project has a total estimated cost of \$20.3 million and is scheduled to be complete in 2022.

Out-year Projects

Baltimore City Readiness Center

Of particular priority to the Military Department is the construction of the Baltimore City Readiness Center. This project will replace two insufficient and functionally inadequate facilities, the Lieutenant Colonel Melvin Cade Readiness Center in Baltimore City and the Adelphi Readiness Center in Montgomery County, with a single new facility on a new parcel in Baltimore City or its immediate vicinity. The department has not yet identified a specific site for the new facility. Both existing readiness centers cannot meet current standards due to small parcel size, encroachment, and topography.

The FMP has funding for this project programmed for fiscal 2022, with a total of \$6.5 million in GO bonds. Overall, the new facility plans cover over 50,000 sq. ft. and contain functional spaces to meet all requirements for two Army National Guard units, including unit administrative offices, equipment storage areas, locker rooms, toilet/shower facilities, classrooms, soldier training areas, an assembly hall, and other support spaces. The fiscal 2020 budget includes funds to acquire a parcel of land in Baltimore. The Military Department is actively working with the Department of General Services to acquire a site for this facility.

The Military Department should update the budget committees on the status of this project, including the identification of suitable location(s) and projected timeline for federal funding consideration.

MEMA Headquarters Renovation and Expansion

The planned renovation and expansion of MEMA Headquarters at Camp Fretterd Military Reservation will capitalize on the recently renovated State Emergency Operations Center, providing increased office and conference space, training and classroom facilities, adequate technical support space, storage space, and improved restroom and break/sleeping facilities. This project will address problems of inadequate space and improperly configured space in the facility and enable MEMA to accommodate current and projected personnel, equipment, programs, activities, and support services.

The existing facility cannot adequately accommodate agency staff and operations. The building was originally designed in the mid-1990s to accommodate a staff of 39. Since 2001, staff has more than doubled. The facility is used more frequently and by significantly more staff and interagency partners and stakeholders than was envisioned when it was designed. Once completed, the renovated and enhanced facility will enable MEMA to more efficiently respond to emergency events. Without additional space, MEMA will not be able to perform its disaster coordination response duties adequately. An initial \$887,000 in GO bonds is slated for fiscal 2019 for planning and design, with approximately \$12 million in GO bonds in future years to complete the project by fiscal 2021.

Updates

1. Fiscal 2016 to 2025 Facilities Master Plan

The Military Department operates a range of facilities across the State. These include readiness centers, maintenance facilities, airfields, offices and support buildings, and training areas. Collectively, these provide the infrastructure that houses soldiers, airmen, and civilian staff; supports equipment; facilitates effective training and logistical management; provides operational space for military support to civil authority; enables effective command and control over forces, resources, and capabilities; and sustains readiness to manage joint and interagency operations in response to natural disasters and emergencies.

DH0104 - Military Department - Capital

Operational and support facilities of the National Guard and MEMA have unique requirements. National Guard facility requirements are generally determined by federal standards for reserve component military units and supported with significant federal funding for both construction and sustainment. MEMA facility requirements are influenced by federal standards but, more importantly, are derived from the practical requirement to be able to operate effectively as a State administrative office building, interagency training facility, and expanded interagency operational headquarters during natural disasters and other emergencies.

Over the past three decades, the missions and requirements of the Military Department have changed dramatically. New missions and expanded responsibilities have placed new demands on the Military Department's forces and facilities. At the same time, the facility inventory has aged, and its condition has deteriorated. This is a result of several factors, including overuse due to changing missions and forces, a lack of a comprehensive facility sustainment strategy, inefficient single-unit facilities, and increased spatial needs for modern military equipment.

The department's capital investment strategy for the next decade, as laid out in its fiscal 2016 to 2025 FMP, aims to:

- reduce the total number of facilities;
- sustain high-quality facilities, while eliminating inefficient ones;
- improve operational efficiencies through shared use and the development of partnerships;
- improve energy efficiencies;
- restore and modernize valuable facilities; and
- leverage funding opportunities.

According to the FMP, the department intends to divest 11 Army National Guard properties over the next decade. A total of 11 readiness centers will be replaced by fiscal 2030, with some consolidation into multi-unit facilities.

Fiscal 2022 to 2025

Exhibit 2 lists projects included in the FMP beyond fiscal 2021. Included in these projects is the replacement of four readiness centers across the State, multiple years of renovations at Camp Fretterd Military Reservation, and improvements to the Facilities Maintenance Shop at Cheltenham. The estimated total cost of these projects is \$127 million, of which 75% will be federally funded.

Exhibit 2 Military Department Facility Master Plan Project Priorities Fiscal 2022-2025 (\$ in Millions)

<u>Project</u>	First Fiscal Year <u>Requested</u>	Estimated Total Project Cost
Cheltenham Facilities Maintenance Shop Addition/Alteration	2022	\$7.697
Baltimore City Readiness Center	2022	31.540
Camp Fretterd Military Reservation Renovation	2022	16.064
White Oak Readiness Center	2023	39.072
Frederick Readiness Center	2024	17.030
Glen Burnie Readiness Center	2025	15.690
Total		\$127.093

Note: Camp Fretterd Military Reservation Renovation funding is multiple buildings spread over multiple years.

Source: Military Department, Fiscal 2016-2025 Facilities Master Plan

Operating Budget Impact Statement

Executive's Operating Budget Impact Statement – State-owned Projects (\$ in Millions)

		FY 2018	FY 2019	FY 2020	FY 2021	FY 2022
Fre	eedom Readiness Center					
	Estimated Operating Cost	\$0.000	\$0.000	\$0.133	\$0.120	\$0.124
	Estimated Staffing	0	0	0	0	0
Eas	ston Readiness Center					
	Estimated Operating Cost	\$0.000	\$1.221	\$0.170	\$0.173	\$0.176
	Estimated Staffing	0	0	0	0	0
To	tal Operating Impact					
	Estimated Operating Cost	\$0.000	\$1.221	\$0.303	\$0.293	\$0.300
	Estimated Staffing	0	0	0	0	0

Projects Added to the CIP

Exhibit 3 shows two projects added to the Military Department's 2017 CIP. As previously discussed in the Budget Overview section of this analysis, funding for the Camp Fretterd Complex Access Control project has been added to the 2017 CIP for fiscal 2018 and 2019 due to the availability of federal funding. In addition, the Havre de Grace CSMS Surface Equipment Maintenance Facility has been added to the 2017 CIP because of the availability of federal MILCON funding for fiscal 2018.

Exhibit 3 Projects Added to the Capital Improvement Program Fiscal 2017

Project	<u>Description</u>	Reason for Addition
Camp Fretterd Complex Access Control	Construct access control complex for Camp Fretterd Military Reservation	Designated for federal military funding
Havre de Grace Combined Support Maintenance Shop Surface Equipment Maintenance Facility	Construct a replacement facility for surface equipment maintenance	Designated for federal military construction funding

Source: Department of Budget and Management, 2017 Capital Improvement Program

Pre-authorizations and De-authorizations

Exhibit 4 notes the pre-authorizations included in the fiscal 2018 capital budget for the Military Department. Pre-authorized funding is provided for the GO bond portion of the Freedom Readiness Center.

Exhibit 4 Pre-authorizations Fiscal 2019-2020 (\$ in Millions)

Project	<u>2019</u>	<u>2020</u>	Reason			
Freedom Readiness Center	\$3.975	\$3.015	Construction	funding	based	on
			anticipated cash flow needs			

Source: Department of Budget and Management, 2017 Capital Improvement Program

Exhibit 5 notes the de-authorization included in the fiscal 2018 capital budget. Funding is de-authorized for the Dundalk Readiness Center alteration.

Exhibit 5 De-authorizations Fiscal 2018 (\$ in Millions)

<u>Project</u> <u>2018</u> <u>Reason</u>

Dundalk Readiness Center Alteration \$0.350 Project categorized as under budget.

Source: Department of Budget and Management, 2017 Capital Improvement Program

PAYGO Recommended Actions

1. Approve the authorization of \$2.7 million in federal funds to construct the new Easton Readiness Center, \$19.0 million in federal funds to construct the Freedom Readiness Center, \$10.0 million in federal funds to construct the Havre de Grace CSMS Automotive Maintenance Facility, \$2.5 million in federal funds for Camp Fretterd Complex Access Control, and \$1.4 million in federal funds for the Havre de Grace CSMS Surface Equipment Maintenance Facility.

GO Bond Recommended Actions

- 1. Approve \$3,587,000 in general obligation bonds for the construction of the Easton Readiness Center for fiscal 2018.
- 2. Approve \$214,000 in general obligation bonds for the construction of the Freedom Readiness Center for fiscal 2018.
- 3. Approve the de-authorization of \$350,000 in general obligation bonds for the Dundalk Readiness Center Alteration.
- 4. Approve the pre-authorization of \$3,975,000 in general obligation bond funds for Freedom Readiness Center for fiscal 2019.
- 5. Approve the pre-authorization of \$3,015,000 in general obligation bond funds for the Freedom Readiness Center in fiscal 2020.