COLORADO GENERAL ASSEMBLY JOINT BUDGET COMMITTEE



FY 2010-11 STAFF BUDGET BRIEFING

DEPARTMENT OF MILITARY AND VETERANS AFFAIRS

JBC Working Document - Subject to Change Staff Recommendation Does Not Represent Committee Decision

> Prepared By: David Meng, JBC Staff December 1, 2009

For Further Information Contact:

Joint Budget Committee Staff 200 E. 14th Avenue, 3rd Floor Denver, Colorado 80203 Telephone: (303) 866-2061 TDD: (303) 866-3472

FY 2010-11 BUDGET BRIEFING STAFF PRESENTATION TO THE JOINT BUDGET COMMITTEE

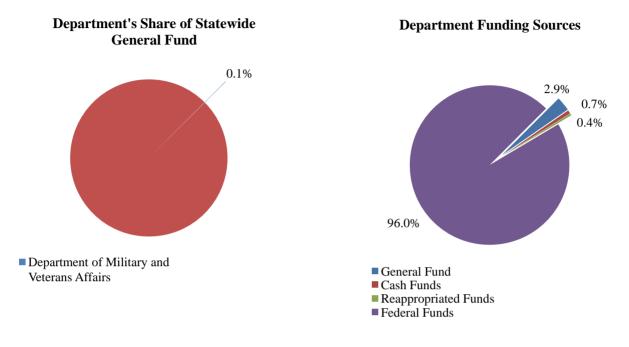
DEPARTMENT OF MILITARY AND VETERANS AFFAIRS

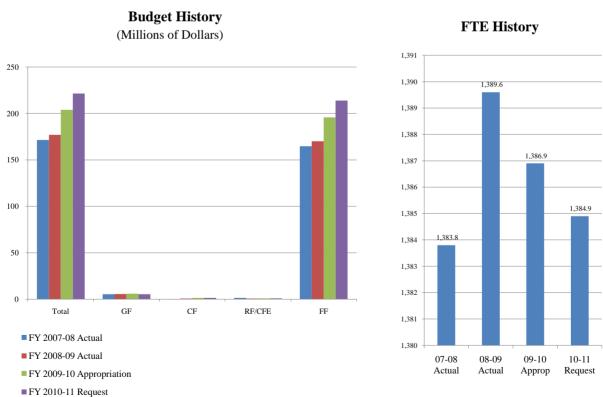
Table of Contents

Graphic Overview
Department Overview
Decision Items
Base Reductions9
Overview of Numbers Pages
Issues:
Armory Construction
Armory Maintenance
Appendices:
A - Numbers Pages
B - Summary of Major Legislation from 2008 Legislative Session
C - Update on Long Bill Footnotes and Requests for Information

FY 2010-11 Joint Budget Committee Staff Budget Briefing Department of Military and Veterans Affairs

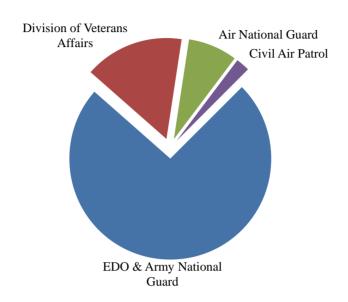
GRAPHIC OVERVIEW



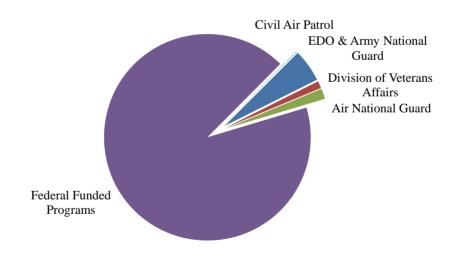


Unless otherwise noted, all charts are based on the FY 2009-10 appropriation.

Distribution of General Fund by Division



Distribution of Total Funds by Division



FY 2009-10 Joint Budget Committee Staff Budget Briefing Department of Military and Veterans Affairs

DEPARTMENT OVERVIEW

Key Responsibilities

- Provide trained and ready military forces for the U.S. active armed services.
- Provide trained and ready military units for the preservation of life and property during natural disasters and civil emergencies in Colorado.
- Provide support for federal and state homeland security missions.
- ► Maintain equipment and facilities for the state's military forces.
- Provide for safekeeping of the public arms, military records, relics and banners of the state.
- Assist veterans and National Guard members with claims for federal and state benefits.
- Maintain the Western Slope Military Veterans Memorial Cemetery.
- Provide support for and facilitate the operation of the Civil Air Patrol, Colorado Wing.
- Assist in fighting the spread of drug trafficking.

Factors Driving the Budget

The primary budget driver is the "federal force structure," or number of Guard personnel authorized by the U.S. National Guard Bureau, plus the state's ability to fill the force structure, which together determine the amount of federal funds flowing into and through the Department. The majority of funds coming from the federal government do not flow through the state's accounting systems and therefore are shown for informational purposes in the Long Bill. The federal government pays for the training and operations of National Guard units. The State is responsible for paying the costs of activating the Guard for State operations as well as some utilities and maintenance expenses.

The current strength of the two Guard components is 5,274, an increase of 180 in the last year. Of that number, the Army National Guard has 3,776 members and the Air National Guard has 1,498 members. Current authorized strength is 5,409, with the Army Guard at 3,878 and the Air Guard at 1,531.

The Air National Guard has seen its responsibilities increase since the attacks of September 11, 2001 with the requirement to keep fighter aircraft (currently F-16s) on alert for homeland security. The Air National Guard has also been deployed to assist in the Global War on Terror, as well as other assignments in the Balkans or for counter-terrorism or counter-narcotics operations.

Under federal rules, when National Guard units are activated for federal service, those costs come from the Army or Air Force and are not shown in the Long Bill. While the costs of these activations are not shown in the Long Bill, the increased tempo and level of deployments strain family and employer relations and add to the hardships associated with military service. Among those effects is increased use of the veterans assistance services of the Department. Table 1 shows the number of National Guard members activated since September 2001.

Colorado National Gu	Table 1 ard Deployments	since September	2001
Year	Army National Guard	Air National Guard	Total
2001-02	353	1,010	1,363
2002-03	1,076	569	1,645
2003-04	1,077	569	1,646
2004-05	302	338	640
2005-06	504	160	664
2006-07	850	272	1,122
2007-08	1,150	243	1,393
2008-09	600	450	1,050
2009-10 (as of September 30)	529	230	759

Source: Department of Military and Veterans Affairs

More than 95 percent of Department's budget is funded by the federal government, primarily for training and operations of the national guard units. The federal government also provides most of the funding for the construction of armories and other military buildings. The State is responsible for all maintenance and utilities costs at armories located on state land, and 20 to 25 percent of those costs for facilities on federal lands. In addition, when Guard units are activated for state missions, the state must pay the costs of those units during state deployments.

Armory maintenance contributes to readiness to perform federal and state missions by providing safe, modern, well-maintained facilities for training and mobilization. Poorly maintained facilities have a negative impact on recruitment and retention. The high operations tempo of National Guard units together with the age of National Guard facilities (on average, more than 40 years old) has increased the need for facilities maintenance. In 2008, the General Assembly addressed this issue by increasing the Department's base for armory maintenance by \$254,419. However, the Governor's

recommended budget reductions presented in August 2009 cut this line by \$277,199 for both FY 2009-10 and the proposed FY 2010-11 budget. See the issue brief on Armory Maintenance on page 16.

Executive Director and Army National Guard

The Executive Director's Office is responsible for overall management of the Department. The Executive Director is both the civilian head of the Department and the Adjutant General in charge of the State's military forces. Because of the federal funding for the department, the department has four human resource offices, three accounting operations, two purchasing/contracting operations, three budgeting operations, and three separate information technology systems.

Colorado Army and Air National Guard

The National Guard is both a state and federal military force with two components, the Army National Guard and the Air National Guard. It is Colorado's state militia, under the Governor as commander-in-chief, and also serves as a supplement to regular U.S. military forces when called into the service of the United States.

The Executive Director of the Department also serves as the Adjutant General of the Colorado National Guard. Due to the requirements of the Federal Government, the Department has four Human Resource Offices, three accounting operations, two purchasing/contracting operations, three budgeting operations, and three separate IT systems. Each operation has a state office that handles functions for the state, and two or three different programs for the federal side of the Department.

The primary budget driver is the "federal force structure," or number of Guard personnel authorized by the U.S. National Guard Bureau, plus the state's ability to fill the force structure, which together determine the amount of federal funds flowing into and through the Department. The majority of funds coming from the federal government do not flow through the state's accounting systems and therefore are shown for informational purposes only in the Long Bill.

The Air National Guard's role has expanded in recent years with the requirement to keep F-16 aircraft on alert for homeland security as a result of the September 11, 2001 attacks. The Army National Guard was recently awarded a new 800 soldier infantry battalion.

The award of the new infantry battalion, and the 800 soldiers assigned to it, are contingent upon the State being able to pay its share of the construction of new facilities to house and train the battalion. The State's share of the constructions is estimated at \$20 million, which will bring in \$63 million in federal construction dollars. This is discussed further as a briefing issue later in this document.

Division of Veterans Affairs

The Division of Veterans Affairs serves veterans by representing them in federal benefits claims, by providing information to county veterans service officers, administering, through the State Board of Veterans' Affairs, and by maintaining the Western Slope Military Veterans Cemetery in Grand

Junction. The Division's five Veterans Service Officers represent veterans, under Powers of Attorney, in claims to the U.S. Veterans Administration and in proceeding before the U.S. Board of Veterans Appeals. The Division takes all claims, whether or not the staff believes they are meritorious.

The primary budget driver is the number of veterans who need assistance with federal benefits claims. The number of new claims has risen in recent years, from 1,273 in 2000 to 5,406 in FY 2008-09. There are an estimated 400,000 veterans living in Colorado.

Section 28-5-801, C.R.S., requires each county to establish a Veterans Service Office and appoint one or more County Veterans Service Officer (CVSO) for the county. Counties may act jointly in establishing the offices and appointing officers. The state reimburses the counties for part of those costs, based on whether the CVSO's were full or part-time. Counties with full-time Officers are reimbursed at a rate of \$200 per month, while counties with part-time Officers are reimbursed at a rate of \$100 per month. The budget for this line was \$88,800, while county expenditures in support of the CVSO's were more than \$1.2 million in FY 2005-06.

In order to raise the level of reimbursement closer to the actual costs incurred by the counties, the 2008 General Assembly approved a pilot program in five counties (Arapahoe, Denver, El Paso, Jefferson, and Mesa) to increase the reimbursement, based on the use of the additional funds to increase the effort of the CVSO's to register veterans. In order to receive the increased reimbursement, the counties have to show increased registration of veterans in those counties. An additional \$124,354 was appropriated for implementation of this program in FY 2008-09.

The State Board of Veterans Affairs advises the Division on veterans issues and administers the Colorado State Veterans Trust Fund. The Trust Fund receives one percent of the proceeds, up to \$1 million, from the Master Tobacco Settlement Agreement. Pursuant to Section 28-5-709 (1) (b), C.R.S., the trust fund may be used for:

- Capital improvements and amenities for state veterans nursing homes.
- Costs for the legislative oversight committee and the nursing home commission.
- Costs of state veterans cemeteries.
- Costs of the Division of Veterans Affairs.
- Veterans programs operated by non-profit veterans organizations.

The General Assembly passed, in the 2009 session, H.B. 09-1329, which changed the amount of moneys transferred to the Trust Fund that are available for appropriation. For FY 2008-09 and after, 90 percent of the transfer of moneys to the fund may be appropriated, along with any accumulated interest. The remaining 10 percent of the transfer must be retained in the Trust Fund.

The Western Slope Military Veterans Cemetery opened in July 2002, and currently has 1,652 interments. Under the terms of the federal grant to build the cemetery, the state must operate the cemetery for 20 years or repay the cost of construction. Funding for the Cemetery comes from the

General Fund, the Western Slope Military Veterans' Cemetery Fund, and from interment fees from the U.S. Department of Veterans Affairs.

Division of Civil Air Patrol

The Civil Air Patrol is a federally-chartered nonprofit corporation, created in Title 10 of the U.S. Code (10 U.S.C. 9441), as an auxiliary to the U.S. Air Force. Its statutory purposes include encouraging citizens to contribute to developing aviation and maintaining air supremacy; providing aviation education and training; and fostering civil aviation in local communities.

The Colorado Division of Civil Air Patrol was created to support the Civil Air Patrol, Colorado Wing, which is staffed by volunteers. The Patrol consists of 1,600 volunteers and has 17 aircraft around the State. The State provides General Fund for support, including one FTE, and part of minor aircraft maintenance and operating expenses of the patrol.

FY 2009-10 Joint Budget Committee Staff Budget Briefing Department of Department of Military and Veterans Affairs

DECISION ITEM PRIORITY LIST

Decision Item	GF	CF	RF	FF	Total	FTE
1	\$0	\$0	\$0	\$0	\$0	0.0
Restructure Civil Air Patrol and Feder	al Funded Prog	grams Line Ite	ms			
Executive Director and Army National Guard, Federal Funded Programs, Civil Air Patrol. Restructure Civil Air Patrol and Federal Funded Programs Long Bill Groups. Consolidates Civil Air Patrol from four to two lines, moves one of those lines (Personal Services) to the EDO, and consolidates the federal funded programs from three lines to one line. Federal funded programs are not managed by the State, nor do they flow through the State accounting systems. Section 28-1-101, C.R.S.						
Non-prioritized	(16,301)	0	0	0	(16,301)	0.0
Statewide decision items						
Executive Director and Army Nation briefings for the Governor's Office, the					-	
Total	(\$48,903)	\$0	\$0	\$0	(\$48,903)	0.0

BASE REDUCTION PRIORITY LIST

Base Reduction	GF	CF	RF	FF	Total	FTE
1	(\$70,000)	\$0	\$0	\$0	(\$70,000)	0.0
Reduce Operations and Maintenance	e for Buckley A	ir Force Base.				
Air National Guard - Operations reducing maintenance and repair to h						
2	(50,000)	0	0	0	(50,000)	0.0
Reduce the Division of Veterans Af	fairs Operating	Expenses.				
Division of Veterans Affairs - Veterans Service Officers, Division and Cemetery staff. Statut	reduces training	ig courses, certi	ifications, and	_		
3	(277,199)	0	0	0	(277,199)	0.0
Reduce the Executive Director's Off	fice Operating E	Expenses.				
· ·	Executive Director and Army National Guard - Operating Expenses. Reduces maintenance expenses to only those repairs necessary for health, life and safety. Statutory Authority: Section 28-3-106 (q), C.R.S.					
Non-prioritized	(25,598)	0	0	(2,710)	(28,308)	0.0
Statewide Base Reductions.						
Executive Director and Army Nat at briefings for the Governor's Offic					ctions to be pro	esented
Total	(\$422,797)	\$0	\$0	(\$2,710)	(\$425,507)	0.0

FY 2009-10 Joint Budget Committee Staff Budget Briefing Department of Department of Military and Veterans Affairs

OVERVIEW OF NUMBERS PAGES

The following table summarizes the total change, in dollars and as a percentage, between the Department's FY 2008-09 appropriation and its FY 2009-10 request.

Total Requested Change, FY 2008-09 to FY 2009-10 (millions of dollars)

Category	GF	CF	RF	FF	Total	FTE
FY 2008-09 Appropriation	\$5.9	\$1.4	\$0.8	\$195.7	\$203.8	1,386.9
FY 2009-10 Request	5.4	1.4	0.8	213.8	221.4	1,384.9
Increase / (Decrease)	(\$0.5)	\$0.0	\$0.0	\$18.1	\$17.7	(2.0)
Percentage Change	-8.4%	2.6%	-0.1%	9.3%	8.7%	-0.1%

The following table highlights the individual changes contained in the Department's FY 2009-10 budget request, as compared with the FY 2008-09 appropriation. For additional detail, see the Numbers pages in Appendix A.

Requested Changes, FY 2008-09 Appropriation to FY 2009-10 Request

Category	GF	CF	RF	FF	Total	FTE
Executive Director and Army National Guard						
Restructure Civil Air Patrol Line Items (DI # 1)	\$71,526	\$0	\$0	\$0	\$71,526	1.0
Statewide Annual Fleet Vehicle Replacements	3,614	0	0	0	3,614	0.0
Annualize FY 2009-10 budget reductions	(300,569)	0	0	(2,710)	(303,279)	0.0
Statewide Common Policy Adjustments	(51,227)	746	0	50,916	435	0.0
Statewide Information Technology Consolidation	(19,915)	<u>0</u>	<u>0</u>	<u>0</u>	(19,915)	(2.0)
Subtotal	(\$296,571)	\$746	\$0	\$48,206	(\$247,619)	(1.0)
Division of Veterans Affairs						
Annualize changes from HB 09-1329 (Veterans Trust Fund)	\$0	\$36,077	\$0	\$0	\$36,077	0.0
Annualize FY 2009-10 budget reductions	(50,000)	<u>0</u>	<u>0</u>	<u>0</u>	(50,000)	0.0
Subtotal	(\$50,000)	\$36,077	\$0	\$0	(\$13,923)	0.0

Category	GF	CF	RF	FF	Total	FTE
Air National Guard						
Annualize FY 2009-10 budget reductions	(\$76,606)	\$0	\$0	\$18,491	(\$58,115)	0.0
Subtotal	(\$76,606)	\$0	\$0	\$18,491	(\$58,115)	0.0
Federal Funded Programs						
Estimated increase in Federal National Guard funding	\$0	\$0	\$0	\$18,067,883	\$18,067,883	0.0
Restructure Federal Funded Programs Line Items	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	0.0
Subtotal	\$0	\$0	\$0	\$18,067,883	\$18,067,883	0.0
Civil Air Patrol						
Restructure Civil Air Patrol	(071.50()	# 0	\$ 0	CO	(\$71.526)	(1.0)
Line Items (DI # 1)	<u>(\$71,526)</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	(\$71,526)	(1.0)
Subtotal	(\$71,526)	\$0	\$0	\$0	(\$71,526)	(1.0)
Total Change	(\$494,703)	\$36,823	\$0	\$18,134,580	\$17,676,700	(2.0)

FY 2009-10 Joint Budget Committee Staff Budget Briefing Department of Military and Veterans Affairs

BRIEFING ISSUE

ISSUE: Armory Construction

In October 2007, the Federal National Guard Bureau awarded a new 800 soldier infantry battalion to Colorado. This increase in National Guard strength will bring \$8.2 million in annual federal payroll to the State, and require the construction of five new readiness centers (armories) around the state. The federal government will provide about \$63 million in construction funds, while the state must provide \$20 million.

SUMMARY:

The new infantry battalion will bring in federal payroll of more than \$8 million annually, increasing state tax collections by more than \$500,000 annually.
The new battalion requires the construction of five new readiness centers, with total construction costs of \$83 million, with more than 75 percent (\$63 million) coming from federal funds.
According to the National Guard Cooperative Agreement, the State must match those federal funds with State construction funds, as well as pay a portion of the ongoing maintenance costs, and all of the utilities for those new facilities.
If the State can not meet its obligations, Colorado could lose the infantry battalion, the construction dollars, and the payroll that comes with the battalion.

RECOMMENDATION:

Staff recommends that the Committee discuss this issue with the Department of Military and Veterans Affairs at the Department's hearing with the Committee. Staff recommends that the Department address the costs and benefits of the additional battalion, as well as the ability of the Department to fund the State's portion of future construction and operating costs of the battalion.

DISCUSSION:

The State of Colorado Army National Guard was awarded an 800 soldier infantry battalion in October 2007. This new battalion will require the construction of five new readiness centers (armories) in five locations in the State. The new centers will be located in North Colorado Springs, Grand Junction, Ft. Lupton, Alamosa, and Windsor. The locations are based on where the National Guard believes it can recruit soldiers to fill the authorized positions, as well as expanding the Guard's presence around the State.

The federal government pays approximately 75 percent of the construction costs, which the state is then required to maintain, as well as pay all utilities. If the State fails to maintain the facility according to the National Guard standards and the National Guard Cooperative Agreement, the State must repay the federal construction costs. After 15 years, the facility belongs to the state with no additional federal requirements. The projected construction costs are detailed in Table 1 below:

Table 1 Department of Military and Veterans Affairs Readiness Center Construction				
Location	Federal Funds	State Funds	Total	
Grand Junction	\$11,228,713	\$4,001,637	\$15,230,350	
Ft. Lupton	9,728,610	5,661,451	15,390,061	
Windsor	9,014,565	5,681,260	14,695,825	
N. Colorado Springs	24,908,163	1,500,000	26,408,163	
Alamosa	7,710,702	3,574,831	11,285,533	
Total	\$62,590,753	\$20,419,179	\$83,009,932	

In order to proceed with construction in the absence of Capital Construction Fund moneys, the Department is planning to use \$1.9 million in real estate proceeds (from the sale of unused armories), and \$4.6 million from the Colorado State Veterans Trust Fund. Use of the Veterans Trust Fund will require legislation in the 2010 General Assembly session. The Department has stated that veterans groups around the state have been supportive of this planned use of the Veterans Trust Fund. Utilizing the Trust Fund for this purpose will reduce interest earnings from the fund. By law, these interest earning are part of what the department uses in providing grants to veterans organizations and amenities to state veterans nursing homes.

The State matching funds will be used to begin construction of the Grand Junction readiness center, and to proceed with land purchase and design of the Windsor and Alamosa readiness centers. These three projects will virtually exhaust the cash funds available to proceed with any further construction on the Windsor and Alamosa centers. Proceeding further will require additional State construction funds from another source.

Staff has inquired as to whether there is any movement in Congress to relax the matching funds requirements and has been told that there is currently no movement in that direction. The Department indicates that there are a number of states that are able to fund the matching requirements if Colorado is unable to funds its share.

The State stands to receive almost \$63 million in federal funds for the construction of these readiness centers, if the State is able to match the federal funds. If the State cannot match the federal funds, the battalion may be awarded to another state. This would mean the loss of \$8.2 million in annual federal payroll in the State, as well as the loss of the \$63 million in construction dollars. The annual

payroll for the battalion, along with *estimates* of the additional state taxes generated, are detailed in Table 2.

Payroll In	ipact of New In	Table 2 fantry Battalion	on State Revenu	es <a>
Location	Personnel	Annual Payroll	Income Tax 	State Sales Tax <c></c>
Colorado Springs	344	\$3,697,888	\$171,212	\$85,791
Grand Junction	131	\$1,266,812	\$58,653	\$29,390
Ft. Lupton	131	\$1,266,812	\$58,653	\$29,390
Alamosa	79	\$741,108	\$34,313	\$17,194
Windsor	127	\$1,237,604	\$57,301	\$28,712
Totals	812	\$8,210,224	\$380,133	\$190,477

- <a> Payroll amounts provided by the Department of Military and Veterans Affairs.
- Estimated income tax receipts based on 4.63% tax rate applied to annual payroll.
- <c> Estimated State sales tax collections are based on 80 percent of annual payroll. Local sales tax collections are in addition to the state sales tax.

In addition to the Capital Construction costs, the State is responsible for approximately 50 percent of the annual utilities and maintenance costs for the operation of the armories. The armories will be built to be more energy efficient, and as new armories, they should have lower maintenance costs for several years, however, because the armories are larger, the overall costs will be higher than most current armories. Table 3 shows the estimated annual operating costs for the armories.

Table 3 State Share of Operating Costs of New Infantry Battalion				
Armory	Total Operating Costs	Approximate State Share of Operating Costs		
Colorado Springs HQ	\$235,185	\$117,593		
Colorado Springs Armory	163,062	81,531		
Grand Junction Armory	163,062	81,531		
Ft. Lupton Armory	163,062	81,531		
Alamosa Armory	163,062	81,531		
Windsor Armory	163,749	81,875		
Total	1,051,182	525,591		

Due to the State's fiscal condition, the Department's Operating Expenses budget line was reduced by \$277,199 for FY 2009-10 and the proposed FY 2010-11 budget continues that reduction. This places the Department in the position of cutting armory and other maintenance to health, life, and safety issues, before the increases in costs, especially utilities, from the operations of the new infantry battalion armories.

FY 2010-11 Joint Budget Committee Staff Budget Briefing Department of Military and Veterans Affairs

ISSUE: Maintenance of The Department's Aging Facilities

The age and condition of a number of armories around the State increases the State's financial responsibility for repairs and maintenance to these facilities and impacts the State's ability to respond to National and State missions.

SUMMARY:

The State's oldest armory was built in 1922, making it 87 years old. The median age of the State's armories is 49 years old, while the average age of the armories is 43 years old.
The State is required to fund 100 percent of the maintenance and utilities costs for armories on State land and 25 percent of the costs for armories on federal land.
In the economic downturn earlier in this decade, the Department's operating budget for maintenance was cut by \$185,170 annually over a three-year period. Maintenance was reduced to issues of health, life and safety. By the end of that period, a maintenance backlog of \$669,837 was identified, even though three armories and other facilities were closed and sold.
In the FY 2006-07 budget, the funding cuts were restored, and the Department was granted approximately one-third of the maintenance backlog in the next three years. For FY 2009-10, the Department's operating budget for maintenance was increased by \$254,419
As part of the Governor's FY 2009-10 budget reduction proposal, the Department's Operating Expenses in the Executive Director and Army National Guard, and the Air National Guard were reduced by \$277,199 General Fund, with those reductions being proposed to continue for FY 2010-11.
The opening of five new armories in coming years will cause a further reduction in the financial capability of the Department to maintain its existing armory base.

RECOMMENDATIONS:

Staff recommends that the Committee discuss this issue with the Department of Military and Veterans Affairs at the Department's hearing with the Committee. Staff recommends that the Department address the Department's plans to deal with maintenance of its existing armories in a period of budget cuts. The Department should address its plans for maintaining its existing facilities

as restoration of the budget reductions could take considerably longer than in the last downturn (2002-2004). This discussion should include the impact of the lack of maintenance and the ability of the Department to manage the impact on recruiting and retaining soldiers to fill the State's obligations under its cooperative agreements.

DISCUSSION:

During the State's fiscal downturn in 2001 through 2003, the Department's Operating Expense (General Fund) line item was reduced from \$544,245 in FY 2001-02 to \$359,075 in FY 2002-03, a decrease of 185,170, or about one-third. This line was essentially static over a four-year period of time until FY 2006-07. This reduction was focused on reducing the Department's maintenance expense. The reduction caused the Department to reduce maintenance expenditures to only those affecting life and safety.

As a result, by 2006, a backlog of \$669,837 in deferred maintenance had built up. In the FY 2006-07 Long Bill, in addition to restoring funding to FY 2001-02 levels, the General Assembly provided funds to address about one-third of this total of deferred maintenance. The third installment on the funding for the backlog was made permanent in FY 2009-10, an increase of \$254,419.

What the restored funding does not address is the continued cost of maintaining aging facilities and the functionality of those facilities in meeting the needs of the National Guard to be ready to respond to its missions. Quality of life is an important component to recruiting and retention of the force. The declining quality of the facilities the state provides negatively impacts training and the pride that the soldiers have in their unit.

Table 1 below shows each National Guard facility in the state, when it was built, and its age.

Table 1 Age of National Guard Facilities				
Facility	Year Built	Age (years)		
Canon City	1922	87		
Boulder	1949	60		
La Junta	1949	60		
Longmont	1954	55		
Sterling	1955	54		
Colorado Springs	1957	52		
Grand Junction	1959	50		
Las Animas	1960	49		
Ft. Collins	1960	49		
Pueblo	1963	46		

Table 1 Age of National Guard Facilities				
<u>Facility</u>	Year Built	Age (years)		
Aurora	1967	42		
Centennial (2 Buildings) Montrose Buckley AFB (2 Buildings)	1983 1990 1990	26 19 19		
Durango	1992	17		
Watkins	1997	12		
Denver	1999	10		
Average Age		43		
Median Age		49		

The older facilities no longer meet the requirements of the modern National Guard, and according to the Department, the Department should be replacing an armory every five years. As of the current time, the Department has not built a new armory in ten years, and the new armories scheduled for construction will be new armories, not replacements.

Because of the budget cuts proposed for the current and next fiscal year, maintenance will again be deferred. Such deferred maintenance often causes the ultimate expense to be greater than had the repair been conducted in a timely fashion. When the Department's maintenance and repair budget was cut in FY 2002-03 by one-third, the Department built up a backlog of maintenance and repair items that was addressed by restoring the cut funds in FY 2006-07, and then allocating \$670,000 over the next three fiscal years to address the backlog. The budget reduction in this years request of \$277,199 represents more than one-third of the Department's maintenance and repair budget.

According to the Legislative Council Economic Forecast in September 2009, this recession will last longer and the recovery will be weaker, meaning that restoration of these funds could be delayed for more years than in the last downturn in the economy. Routine maintenance of the Department's facilities will be deferred for an extended period of time, and the costs of those deferred repairs will increase over time. These costs will be evident even before accounting for the increased costs that will come from the new armories discussed in the previous issue briefing.

	FY 2007-08 Actual	FY 08-09 Actual	FY 2009-10 Appropriation	FY 2010-11 Request	Change Requests
DEPARTMENT OF MILITARY AND VETERANS AFFAIRS Major General H. Michael Edwards, Adjutant General and Ex					

(1) EXECUTIVE DIRECTOR AND ARMY NATIONAL GUARD

Provides trained and ready forces to the U.S. active armed services and provides trained and ready forces for the preservation of life and property during natural disasters and civil emergencies in Colorado. The cash funds sources are armory rental fees, the Western Slope Military Veterans Cemetery Fund; real estate proceeds; and the Distance Learning Cash Fund. Reappropriated funds source is the Colorado Commission on Higher Education financial assistance program.

Personal Services FTE General Fund Cash Funds Federal Funds	1,810,915 <u>28.6</u> 1,680,424 0 130,491	2,130,962 <u>34.0</u> 1,882,446 0 248,516	2,185,881 <u>34.3</u> 1,955,272 3,717 226,892	2,111,373 <u>33.3</u> 1,876,566 3,786 231,021	DI #1, NP DI
Health, Life and Dental General Fund Cash Funds Federal Funds	126,962 126,962 0	191,992 191,992 0 0	533,727 185,560 458 347,709	520,184 177,358 451 342,375	NP DI
Short-term Disability General Fund Cash Funds Federal Funds	3,633 3,633 0 0	3,423 3,423 0 0	9,078 3,256 95 5,727	9,414 3,211 101 6,102	NP DI
S.B. 04-257 Amortization Equalization Disbursement General Fund Cash Funds Federal Funds	33,276 33,276 0 0	41,236 41,236 0 0	121,118 42,855 1,288 76,975	145,749 48,977 1,593 95,179	NP DI

	FY 2007-08	FY 08-09	FY 2009-10	FY 2010-11	Change
	Actual	Actual	Appropriation	Request	Requests
S.B. 06-235 Supplemental Amortization Equalization					
Disbursement	<u>5,942</u>	<u>18,645</u>	<u>74,416</u>	<u>106,278</u>	NP DI
General Fund	5,942	18,645	25,721	34,819	
Cash Funds	0	0	797	1,170	
Federal Funds	0	0	47,898	70,289	
Salary Survey and Senior Executive Service	<u>82,000</u>	<u>86,388</u>	<u>0</u>	<u>0</u>	
General Fund	82,000	86,388	0	0	
Cash Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Performance-based Pay Awards	<u>37,299</u>	<u>38,360</u>	<u>0</u>	<u>0</u>	
General Fund	37,299	38,360	0	0	
Cash Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Shift Differential - Federal funds	22,286	24,052	17,829	19,242	
Workers' Compensation	61,602	<u>78,566</u>	<u>75,800</u>	<u>79,130</u>	
General Fund	21,295	26,711	25,847	26,937	
Federal Funds	40,307	51,855	49,953	52,193	
Operating Expenses	<u>1,010,410</u>	2,290,613	<u>2,334,706</u>	<u>2,057,507</u>	
General Fund	762,041	1,425,222	1,459,134	1,181,935	BR
Cash Funds	0	161	46,000	46,000	
Cash Funds Exempt	3,895	0	0	0	
Federal Funds	244,474	865,230	829,572	829,572	
Information Technology Asset Maintenance - GF	26,013	22,372	22,372	22,372	

	FY 2007-08 Actual	FY 08-09 Actual	FY 2009-10 Appropriation	FY 2010-11 Request	Change Requests
Legal Services for 110 Hours - General Fund	1,082	7,715	8,292	8,292	
Legal Services for 110 flours - General Fund	1,002	7,713	0,292	0,292	
Purchase of Services from Computer Center - GF	543	10,581	10,581	135,799	NP DI
Multiuse Network Payments	403,389	<u>11,235</u>	11,235	23,187	
General Fund	172,389	11,235	11,235	23,187	
Federal Funds	231,000	0	0	0	
Management and Administration of OIT - GF	0	14,977	15,718	60,774	NP DI
Payment to Risk Management and Property Funds - GF	97,727	153,342	139,501	19,156	
Vehicle Lease Payments - General Fund	24,294	25,300	50,440	54,054	NP DI
Leased Space - General Fund	37,765	38,930	44,978	44,978	
Capitol Complex Leased Space (Camp George West)	<u>68,472</u>	81,972	<u>99,734</u>	<u>89,200</u>	
General Fund	42,126	60,347	79,982	64,660	
Federal Funds	26,346	21,625	19,752	24,540	
Communications Services Payments - General Fund	10,754	11,233	11,233	12,331	
Utilities	<u>1,142,106</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	607,899	0	0	0	
Federal Funds	534,207	0	0	0	
Local Armory Incentive Plan - Cash Funds	11,947	2,096	46,610	46,610	
Distance Learning - Cash Funds	0	0	3,000	3,000	

Fiscal Year 2010-11 Joint Budget Committee Staff Budget Briefing **Department of Military and Veterans Affairs**

APPENDIX A: NUMBERS PAGES

	FY 2007-08 Actual	FY 08-09 Actual	FY 2009-10 Appropriation	FY 2010-11 Request	Change Requests
Colorado National Guard Tuition Fund	<u>825,803</u>	<u>814,164</u>	<u>1,046,157</u>	<u>1,046,157</u>	
General Fund	175,803	164,164	246,157	246,157	
Cash Funds Exempt/Reappropriated Funds	650,000	650,000	800,000	800,000	
Army National Guard Cooperative Agreement - Federal Funds a/	3,916,046	4,371,738	3,546,684	3,546,684	
FTE	51.5	51.5	51.5	51.5	
Administrative Services	296,127	0	0	0	
FTE	<u>5.1</u>	0.0	<u>0.0</u>	<u>0.0</u>	
General Fund	112,411	0	0	0	
Federal Funds	183,716	0	0	0	
					Request v. Appropriation
SUBTOTAL - (1) EXECUTIVE DIRECTOR AND ARMY					
NATIONAL GUARD	10,056,393	10,469,892	10,409,090	10,161,471	-2.4%
FTE	<u>85.2</u>	<u>85.5</u>	<u>85.8</u>	<u>84.8</u>	<u>-1.2%</u>
General Fund	4,061,678	4,234,619	4,338,134	4,041,563	-6.8%
Cash Funds	11,947	2,257	101,965	102,711	0.7%
Cash Funds Exempt/Reappropriated Funds	653,895	650,000	800,000	800,000	0.0%
Federal Funds	5,328,873	5,583,016	5,168,991	5,217,197	0.9%

a/ Pursuant to H.B. 09-1290, these funds are reappropriated from the Department of Higher Education to the National Guard Tuition Assistance Program

	FY 2007-08 Actual	FY 08-09 Actual	FY 2009-10 Appropriation	FY 2010-11 Request	Change Requests
	Actual	Actual	Appropriation	Request	Requests
(2) DIVISION OF VETERANS AFFAIRS					
Represents veterans in claims for federal benefits, supports coun	ty veterans service offic	cers, administers th	e Colorado State Vetera	ns Trust Fund, and m	aintains the
Western Slope Military Veterans Cemetery. Cash funds sources	•				
Reappropriated funds source is the Colorado State Veterans Trus				, , , , , , , , , , , , , , , , , , ,	
Veterans Service Operations	546,495	486,835	610,200	560,200	
FTE	<u>8.0</u>	<u>8.0</u>	<u>8.0</u>	8.0	
General Fund	544,581	483,326	606,691	556,691	BR
Cash Funds	0	0	0	0	
Cash Funds Exempt/Reappropriated Funds	1,914	3,509	3,509	3,509	
County Veterans Service Officer Payments - GF	71,200	160,856	190,654	190,654	
Colorado State Veterans Trust Fund Expenditures	643,904	643,336	1,078,911	<u>1,114,988</u>	
Cash Funds	67,784	643,336	1,078,911	1,114,988	
Cash Funds Exempt	576,120	0	0	0	
Western Slope Veterans Cemetery	271,885	218,508	415,683	415,683	
FTE	<u>4.5</u>	<u>4.5</u>	<u>4.5</u>	<u>4.5</u>	
General Fund	133,479	167,185	135,369	135,369	
Cash Funds	0	51,323	229,314	229,314	
Cash Funds Exempt	76,065	0	0	0	
Federal Funds	62,341	0	51,000	51,000	
					Request v.
(A) David (A) Da					Appropriation
SUBTOTAL - (2) DIVISION OF VETERAN AFFAIRS	1,533,484	1,509,535	2,295,448	2,281,525	-0.6%
FTE	12.5	12.5	12.5	12.5	0.0%
General Fund	749,260	811,367	932,714	882,714	-5.4%
Cash Funds	67,784	694,659	1,308,225	1,344,302	2.8%
Cash Funds Exempt/Reappropriated Funds	654,099	3,509	3,509	3,509	0.0%
Federal Funds	62,341	0	51,000	51,000	0.0%

	FY 2007-08 Actual	FY 08-09 Actual	FY 2009-10 Appropriation	FY 2010-11 Request	Change Requests
(3) AIR NATIONAL GUARD Provides ready forces to the U.S. active armed services and provide in Colorado	les ready forces for the	e preservation of li	fe and property during na	tural disasters and ci	vil emergencies
Operations and Maintenance Agreement for Buckley/Greeley FTE General Fund (M) Federal Funds	1,454,779 <u>26.1</u> 448,095 1,006,684	1,285,742 <u>26.1</u> 342,236 943,506	2,091,521 <u>26.1</u> 461,320 (M) 1,630,201	2,033,406 <u>26.1</u> 384,714 1,648,692	BR
Buckley Cooperative Agreement - Federal Funds	1,316,155	1,627,832	1,027,331	1,027,331	
FTE	15.0	20.5	17.5	17.5	
Security for Space Command Facility at Greeley - FF FTE	177,486	238,500	224,382	224,382	Request v.
	5.0	5.0	5.0	5.0	Appropriation
SUBTOTAL - (3) AIR NATIONAL GUARD FTE General Fund Federal Funds	2,948,420	3,152,074	3,343,234	3,285,119	-1.7%
	<u>46.1</u>	<u>51.6</u>	<u>48.6</u>	<u>48.6</u>	<u>0.0%</u>
	448,095	342,236	461,320	384,714	-16.6%
	2,500,325	2,809,838	2,881,914	2,900,405	0.6%

	FY 2007-08 Actual	FY 08-09 Actual	FY 2009-10 Appropriation	FY 2010-11 Request	Change Requests
(4) FEDERAL FUNDED PROGRAMS Trains state military forces. Note: This section is included in a Assembly and do not pass through the state accounting system beginning July 1.	_		~		•
Personal Services - Federal Funds FTE	86,102,647 1,239.0	88,685,726 1,239.0	91,345,949 1,239.0	0 0.0	DI #1
Operating and Maintenance - Federal Funds	57,419,961	59,142,560	60,916,837	0	DI #1
Construction - Federal Funds	13,100,000	13,100,000	34,600,000	0	DI #1
Special Programs - Federal Funds	128,933	715,700	715,700	0	DI #1
Federal Funded Programs Operations - Federal Funds FTE	0	0	0	205,646,369 1,239.0	DI #1 Request v. Appropriation
SUBTOTAL - (4) FEDERAL FUNDED PROGRAMS - Federal Funds FTE	156,751,541 1,239.0	161,643,986 1,239.0	187,578,486 1,239.0	205,646,369 1,239.0	9.6% 0.0%
(5) CIVIL AIR PATROL The Division supports the U.S. Civil Air Patrol, Colorado Win is search and rescue. It is also chartered with promoting aerospoperating costs and minor maintenance.					
Personal Services - General Fund FTE	65,419 1.0	68,703 1.0	71,526 1.0	0 0.0	DI #1

Fiscal Year 2010-11 Joint Budget Committee Staff Budget Briefing **Department of Military and Veterans Affairs**

APPENDIX A: NUMBERS PAGES

	FY 2007-08 Actual	FY 08-09 Actual	FY 2009-10 Appropriation	FY 2010-11 Request	Change Requests
Operating Expenses - General Fund	13,309	13,324	13,324	0	DI #1
Aircraft Maintenance - General Fund	45,277	45,287	45,314	0	DI #1
Civil Air Patrol Operations - General Fund	0	0	0	58,638	DI #1 Request v. Appropriation
SUBTOTAL - (5) CIVIL AIR PATROL - General Fund FTE	124,005 1.0	127,314 1.0	130,164 1.0	58,638 0.0	-55.0% -100.0%
					Request v. Appropriation
TOTAL - DEPARTMENT OF MILITARY AND					
VETERANS AFFAIRS	171,413,843	176,902,801	203,756,422	221,433,122	8.7%
FTE	<u>1,383.8</u>	<u>1,389.6</u>	<u>1,386.9</u>	1,384.9	<u>-0.1%</u>
General Fund	5,383,038	5,515,536	5,862,332	5,367,629	-8.4%
Cash Funds	79,731	696,916	1,410,190	1,447,013	2.6%
Cash Funds Exempt/Reappropriated Funds	1,307,994	653,509	803,509	803,509	0.0%
Federal Funds	164,643,080	170,036,840	195,680,391	213,814,971	9.3%

DI #_ = Decision Item Priority #_

NP DI = Non-prioritized Decision Item

BR = Base Reduction

FY 2009-10 Joint Budget Committee Staff Budget Briefing Department of Military and Veterans Affairs

APPENDIX B: SUMMARY OF MAJOR LEGISLATION

H.B. 09-1054 (Looper/Tapia): Unemployment Insurance Award Military Death Surviving Spouse. Provides eligibility for unemployment insurance to individuals who leave employment to relocate to a new place of residence after the individual's active duty military spouse is killed in combat.
H.B. 09-1058: (Marostica/Morse): Abandoned Military Remains Disposition. Grants members of the armed forces, veterans of the armed forces, and organizations that support members of the armed forces the right to access the remains and records thereof for cases where the remains have been abandoned for at least 180 days. If the remains are identified as those of a veteran, the person in possession of the remains shall transfer them to the nearest U.S. military cemetery.
H.B. 09-1205 (Looper/Williams): Voting by Overseas Armed Forces. Requires the Secretary of State to establish a pilot program to allow members of the military serving overseas to vote over the internet. Program will not be established until sufficient funding is available in the Internet-based Voting Pilot Program fund.
H.B. 09-1280 (Looper/Tapia): Colorado Youth Challenge Corps. Creates the Colorado Youth Challenge Corps Program for certain at-risk youth who are between 16 and 19 years of age. Directs the Department to apply for any available federal moneys, and permits the Department to accept gifts, grants, or donations to implement the program. Creates the Youth Challenge Corps Program Fund and continuously appropriates moneys in the fund for the purpose of implementing the program. Obligates the Department to operate the program only if adequate funding is available.
H.B. 09-1290 (Nikkel/Harvey): Student Financial Aid National Guard. Increases the maximum moneys that the Colorado Commission on Higher Education provides for the Colorado National Guard Tuition Fund from \$650,000 to \$800,000 annually.
H.B. 09-1291 (Nikkel/Shaffer B): Veterans Resource Information Clearinghouse. Creates the Veterans Resource Information Clearinghouse in the Division of Veterans Affairs to identify the resources available to provide support services and assistance to veterans and their families. Specifies that the clearinghouse 's scope of operations are subject to available state and federal resources, and authorizes the Department to accept and expend gifts, grants, and donations, including volunteer services and in-kind donations, for this purpose.

	H.B. 09-1315 (Todd/Williams): Clarification of Public Employer Leave. Clarifies language that specifies fifteen days of military leave be the "leave year" established by the employer, not a calendar year.
<u> </u>	H.B. 09-1325 (Todd/Bacon): Governor's Authority National Guard. Authorizes the Governor to activate the National Guard, in addition to the reasons in current statute, for service in a national special security event or in situations of imminent danger of disaster or emergency.
<u> </u>	H.B. 09-1329 (Marostica/White): Veterans Trust Fund Percentages. Specifies that, commencing in FY 2008-09, 90.0 percent of the tobacco litigation settlement moneys transferred to the Colorado State Veterans Trust Fund (plus any accumulated interest) shall be available for appropriation for the purposes outlined in statute, while 10.0 percent must be retained in the fund. Appropriated an additional \$350,000 in FY 2008-09 and \$439,500 in FY 2009-10 from the Fund.

FY 2009-10 Joint Budget Committee Staff Budget Briefing Department of Military and Veterans Affairs

APPENDIX C: UPDATE OF FY 2009-10 LONG BILL FOOTNOTES AND REQUESTS FOR INFORMATION

Long Bill Footnotes

37 **Department of Military and Veterans Affairs, Federal Funded Programs** -- These federal funds are shown for informational purposes. These funds are not to be included in the spending authority for the Department because these funds do not flow through the accounting system of the state. It is the intent of the General Assembly that these programs, funding, and FTE are included to demonstrate the full scope of activities of the Department of Military and Veterans Affairs.

<u>Comment</u>: This is an informational footnote and no action is required of the Department to comply.

Requests for Information

1. **All Departments, Totals** -- Every department is requested to submit to the Joint Budget Committee, by November 1, 2009, information on the number of additional federal and cash funds FTE associated with any federal grants or private donations that are applied for or received during FY 2009-10, and that are not otherwise included in the Long Bill.

<u>Comment</u>: This request does not apply to the Department of Military and Veterans Affairs, therefore, no response was necessary from the Department.