

28 - 6/17/26



STATE OF NEW HAMPSHIRE
DEPARTMENT OF MILITARY AFFAIRS AND VETERANS SERVICES
STATE MILITARY RESERVATION
4 PEMBROKE ROAD
CONCORD, NEW HAMPSHIRE 03301-5652

David J. Mikolaities, Major General
The Adjutant General

Phone: 603-225-1360
TDD Access: 1-800-735-2964

Nicole Desilets-Bixler
Deputy Adjutant General

May 01, 2026

Her Excellency, Governor Kelly A. Ayotte
and the Honorable Council
State House
Concord, New Hampshire 03301

REQUESTED ACTION

Authorize the New Hampshire Department of Military Affairs and Veterans Services (DMAVS), pursuant to RSA 110-B, to enter into a three-year Memorandum of Understanding with the New Hampshire Department of Natural and Cultural Resources (DNCR) for the provision of trail maintenance, and trail management, for the NH National Guard Edward Cross Training Complex Trail System located in Pembroke, New Hampshire, in an amount not to exceed \$15,000.00. 100% General Funds.

Funds for this purchase are available in Account# 02-12-12-120010-22200000, Administration and Armories 103-500736 – Contract for Operational Services

Table with 4 columns: Item, FY2026, FY2027, FY2028. Row 1: Trail Maintenance and Management, \$5,000, \$5,000, \$5,000

EXPLANATION

The proposed Memorandum of Understanding between the New Hampshire Department of Military Affairs and Veterans Services (DMAVS) and the New Hampshire Department of Natural and Cultural Resources (DNCR) establishes a cooperative partnership for the management, maintenance, and improvement of the NH National Guard Edward Cross Training Complex Trail System located in Pembroke, New Hampshire. Under the agreement, DNCR’s Bureau of Trails will provide trail management oversight, maintenance operations, and public outreach related to the existing trail system. In exchange, DMAVS will provide limited engineering services and environmental impact assessments for improvements to existing state parks and trail infrastructure.

This agreement supports the continued maintenance and responsible stewardship of state-owned recreational and training assets while leveraging the technical expertise and operational capabilities of both agencies. The Bureau of Trails has completed a preliminary trail condition assessment that will help guide future maintenance and improvement efforts for the trail system.

Respectfully submitted,

MIKOLAITIES.DAVI Digitally signed by
D.JAMES.10057270 MIKOLAITIES.DAVID.JAMES.10
05727029
29 Date: 2026.05.15 15:12:45 -0400'

David J. Mikolaities
Major General, NH National Guard
The Adjutant General

State of New Hampshire

Interagency Memorandum of Understanding

(For use between an executive branch agency and another agency or branch of government of the State of New Hampshire)

Whereas, The Department of Military Affairs and Veteran Services (DMAVS) ["Agency 1"] is a duly constituted agency, a duly constituted agency or branch of government of the State of New Hampshire.

Whereas, The Department of Natural and Cultural Resources (DNCR) ["Agency 2"] is a duly constituted agency, a duly constituted agency or branch of government of the State of New Hampshire.

Whereas, pursuant to *NH RSA 110-B:15* Agency 1 is responsible for care, custody, management, and supervision of state military reservations, armories, and related military property.

Whereas, Agency 1 desires to provide limited engineering services to DNCR in exchange for DNCR's management and maintenance to the existing trail system on the property known as the "NH National Guard Edward Cross Training Complex Trail System" located in Pembroke, NH. *(See attached map for location map of property)*

Whereas, pursuant to *RSA 216-F* Agency 2 is responsible for protecting and developing statewide trail systems.

Whereas, Agency 2 desires to provide trail management and maintenance expertise for the property known as the "NH National Guard Edward Cross Training Complex Trail System". In exchange for limited engineering services provided by DMAVS.

Now, therefore, the parties enter into this Memorandum of Understanding for their mutual benefit, for the benefit of the State, and in furtherance of their constitutional and statutory authority and objectives.

1. The Department of Military Affairs and Veteran Services [Agency 1] agrees to:

[X] A. Pay Agency 2 the amount of \$15,000 for the services described in the attached MOU Exhibit A, which is hereby incorporated by reference.

Execute the following if Box 1., A is checked: Payment shall be provided from 02-12-12-120010-22200000, Administration and Armories 103-500736 – Contract for Operational Services

B. Perform the services described in the attached MOU Exhibit A, which is hereby incorporated by reference.

2. The Department of Natural and Cultural Resources [Agency 2] agrees to:

A. Perform the services described in the attached MOU Exhibit A, which is hereby incorporated by reference.

3. The method of payment and payment amount for the above-referenced services, if any is required, is described in the attached MOU Exhibit B, such exhibit being hereby incorporated by reference.
4. All obligations hereunder are contingent upon the availability and continued appropriation of funds. The agencies shall not be required to transfer funds from any other account in the event that funds are reduced or unavailable.
5. The Memorandum of Understanding is effective until June 30, 2029
6. This Memorandum of Understanding may be amended by an instrument in writing signed by both parties. Either party may terminate this agreement by providing written notice to the other party at least 60 days prior to termination.
7. The Parties agree that the obligations, agreements and promises made under this Memorandum of Understanding are not intended to be legally binding on the Parties and are not legally enforceable.
8. Disputes arising under this Memorandum of Understanding which cannot be resolved between the agencies shall be referred to the New Hampshire Department of Justice for review and resolution.
9. This Agreement shall be construed in accordance with the laws of the State of New Hampshire.
10. The parties hereto do not intend to benefit any third parties and this Memorandum of Understanding shall not be construed to confer any such benefit.
11. In the event any of the provisions of this Memorandum of Understanding are held to be contrary to any state or federal law, the remaining provisions of this Memorandum of Understanding will remain in full force and effect.

12. This Memorandum of Understanding, which may be executed in a number of counterparts, each of which shall be deemed an original, constitutes the entire Memorandum of Understanding and understandings between the parties, and supersedes all prior Memoranda of Understanding and understandings relating hereto.
13. Nothing herein shall be construed as a waiver of sovereign immunity, such immunity being hereby specifically preserved.

Signature  Date 13 MAY 2026
David J. Mikolaites, Major General
Commissioner, DMAVS

Signature  Date May 14, 2026
Adam J. Crepeau
Commissioner, DNCR

PLEASE NOTE

1. **MOU Exhibit A** (MOU Terms) and, if applicable, **MOU Exhibit B** (Payment Terms) must be attached to this form.
2. This form is intended only for use with Interagency Memoranda of Understanding ("MOUs"). Please refer to the MOU 1 checklist and instructions when executing this document. For Interagency MOUs, Department of Justice review and execution is only required if the MOU involves an expenditure of funds in an amount which is equal to or greater than the approval threshold established by the Governor and Executive Council in Chapter MOP 161 of the Department of Administrative Services Manual of Procedures
3. If more than two agencies or branches are involved in the agreement, please include all information listed above for each agency or branch, identifying them as, for example, "Agency 3," "Agency 4," and so forth.
4. No changes may be made to the preprinted terms of this form without the approval of the Department of Justice.
5. The Department of Justice and Governor and Council approvals appearing below are only required if this MOU is submitted to the Governor and Council for approval.

Approved by the New Hampshire Department of Justice for form, substance, and execution:

By: J.D. Lualaba On: 5/18/2026
[Name of Assistant Attorney General] Date

Approved by the Governor and Executive Council

By: _____ On: _____

**STATE OF NEW HAMPSHIRE
DEPARTMENT OF NATURL AND CULTURAL RESOURCES
DIVISION OF PARKS AND RECREATION
BUREAU OF TRAILS**

EXHIBIT A – Terms of the Agreement

ACTIONS & SERVICES TO BE PERFORMED

The Department of Military Affairs and Veterans Services (DMAVS) desires the services of the Department of Natural and Cultural Resources (DNCR), Bureau of Trails to manage an existing trail system known as the "NH National Guard Edward Cross Training Complex Trail System" located in Pembroke, NH. See attached map for location map of trail system.

The Department of Natural and Cultural Resources (DNCR) desires the services of the Department of Military Affairs and Veterans Services (DMAVS) to perform engineering services and environmental impact assessments for improvements to existing state parks and trail system infrastructure.

For the purposes of the Memorandum of Understanding (MOU) regarding exchange of services, the Department of Military Affairs and Veterans Services (DMAVS) and the New Hampshire Department of Natural and Cultural Resources (DNCR) agree to cooperate as follows:

- I. DNCR agrees to:
 1. Have the Bureau of Trails provide management oversight and maintenance operations for an existing NHNG trail system located in Pembroke, NH. The Bureau of Trails has created a preliminary Trail Condition Assessment of the existing trail system, which is titled, "2025 Trail Condition Assessment: NH National Guard Army Pembroke Regional Training Institute Trail System". This assessment will be used as a guide to develop projects to maintain and improve the existing trail system located on the DMAVS property.
 2. Provide public outreach via NH State Parks website and social media regarding the trail system.

- II. DMAVS agrees to:
 1. Pay DNCR Bureau of Trails for annual trail maintenance and improvements as described in Exhibit B.
 2. Provide engineering services and environmental impact assessments for project improvements to existing state parks and trail system infrastructure, which would include at least one project per fiscal year.

- III. Mutual agreements of the parties. It is further understood and agreed between DMAVS and DNCR that:
 1. This MOU may be modified in writing at any time by mutual consent of both parties and approval of the Governor and Council.
 2. In the event that changes in either State or Federal laws or regulations occur which render the performance of portions of this MOU illegal, void, impractical, or

impossible, those responsibilities shall be removed from this MOU but such removal shall not affect the other provisions contained within the remainder of this MOU.

EXHIBIT B – PAYMENT OF SERVICES

- 1) The Department of Military Affairs and Veterans Services (DMAVS) shall compensate the Department of Natural and Cultural Resources (DNCR) Bureau of Trails for services described in Exhibit A in the amount identified in block 2.A. (\$15,000.00) of the Agreement, as a Not-To-Exceed Lump Sum Fee including all labor and reimbursable expenses. These expenses shall be paid at \$5,000/state fiscal year.
- 2) DNCR will submit annual invoices to DMAVS for trail maintenance and improvement operations.

EXHIBIT C – Term

The term of this agreement will commence on June 29, 2026, and will be effective until date identified in box 5. of the agreement (June 30, 2029).

Location Map of Property.





2025 Trail Condition Assessment: NH National Guard Army Pembroke Regional Training Institute Trail System

Conducted by: Craig Rennie; NH Trails Bureau, Bureau Chief

Alexis Rudko; NH Trails Bureau, Deputy Chief

Andrew R. Pacuk; NH Trails Bureau, Non-Motorized Trail Coordinator

Location: NH National Guard Army Pembroke Regional Training Institute (96 Sheep Davis Rd,
Pembroke, NH 03275)

Trails Included in Assessment: Red, Orange, Yellow and Green Trails, plus 1 trail with no color

Date of Assessment: December 01, 2025

Contents

Introduction	1
.....	2
Improvements Overview	3
Recommendations for Improvements Overview	3
Recommendations for Improvements: Trail Synopsis.....	5
Recommendations for Crew & Project Planning.....	8
Conclusion	8

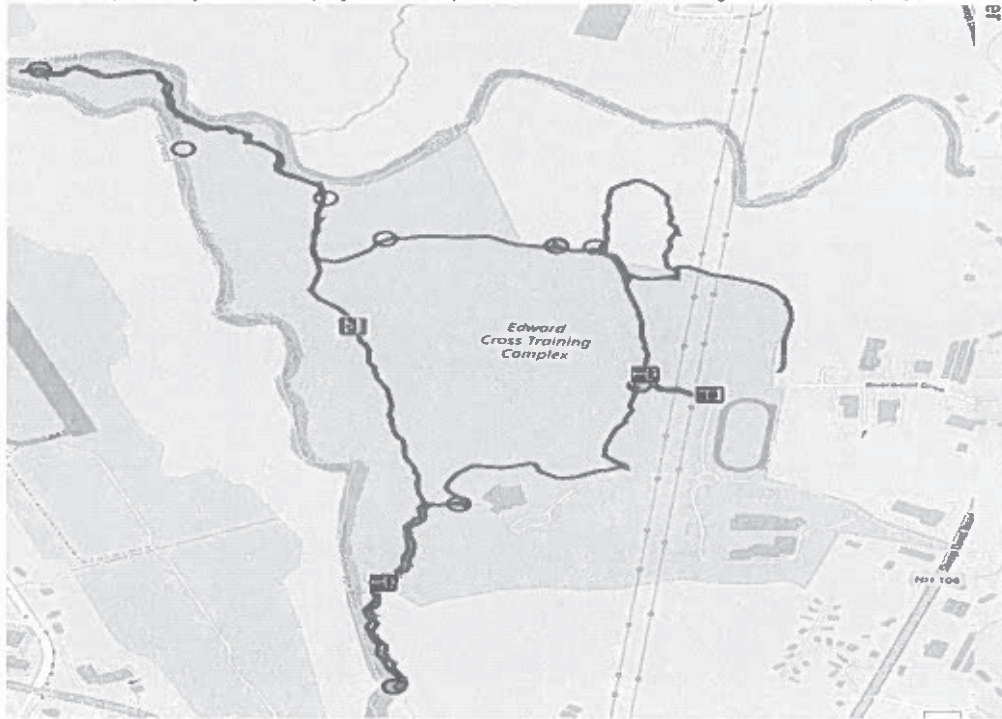
Introduction

The NH Bureau of Trails conducted a trail condition assessment of the NH National Guard trail system in Pembroke, NH on December 01, 2025. The purpose of the assessment was to evaluate the overall conditions of the trails and to make recommendations for improvements that make the trail system more attractive for public use, and to consider having the NH Bureau of Trails take over management responsibility through a negotiated mutual agreement that includes financial commitments or in-kind services from the NH National Guard that benefit the Bureau of Trails maintenance and management operations. We feel this is an important first step in creating a mutually expanded relationship that benefits both departments.

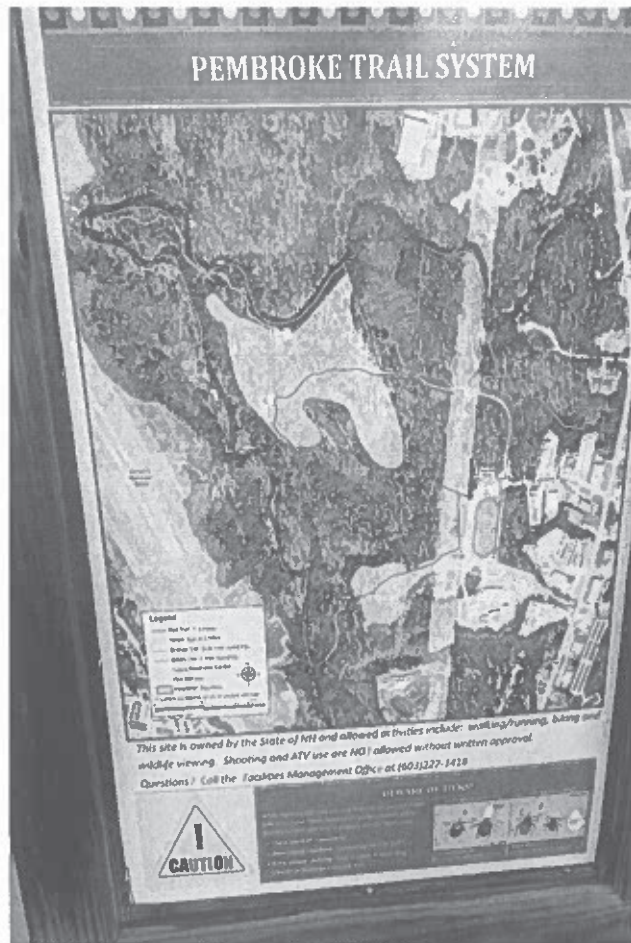
Weather conditions on the day of the assessment were cold, windy and partly sunny with temperatures in the mid 30's. Overall weather conditions for the site have generally been a dry summer, cool semi-rainy fall, and early onset of winter conditions with below average temperatures.

Note: The trails selected are those marked on the Kiosk map along with one other trail that looks well established and maintained but not currently assigned a trail color, nor on the existing map.

Map #1: Reference Map of the trail system based on GPS data gathered on 12/01/2025



Map #2 Current Map



Improvements Overview

Recommendations for Improvements Overview:

- Updating Trail Map. – The current map is outdated; the readiness center was yet to be constructed at the time the map was printed. Additionally, at least 1 trail that abuts and runs along the Soucook River is not on the map and should be considered for adoption (see map 2 purple lines). The Yellow and Red Trail do not fully follow the current map as the Yellow Trail has two options, while the Red was modified with the construction of the readiness center and now goes behind it along the fence line (see map 2).

Map #3: Trail map with trail colors highlighted and figures marked



- Better trail signage and Blazing – The signage throughout this area, especially along the State boundary lines and trail head, are highly confusing as they will say “State Property

No Trespassing” (see figure 1). This makes it seem that users should not be traversing this trail system at all. Re-wording these signs to better clarify that outdoor recreation is allowed would help to make the trail system more attractive to use. Additionally, mileage and intersection signs should be created with each sign showing the current mileage and a direction arrow to help users navigate.

Lastly the blazing should be enhanced as there are some blazes throughout the trail system, but they are limited. Adding more would help enhance the user’s experience. Some color changes should also be considered. The change from a red blaze to an orange blaze is not very noticeable, but changing to a color like blue or white from a red or orange blaze would make it easier to tell when you change trails. A second trail coloring change should be made to accommodate users with color blindness by changing the Green Trail to either white or blue, allowing red, green color-blind users to be able to tell when they leave the Red Trail.

Figure 1: current trail signage



- Developing Parking. – If the goal is to promote the trails to the public, then parking needs to be either developed or better signed informing trail users where to leave their vehicle. Currently only a piece of paper saying “Public Parking use spaces by running track or park outside of gate” is posted at the Kiosk. A 15 to 20 car dirt or gravel parking lot developed near the trailhead would be more than adequate to start with the potential to expand, if need be, designed into the lot during the planning phase.
- Partner with abutting Charter School – Early talks with the abutting Strong Foundations School has shown interest in finding ways for the students to help maintain the trails and to assist with the creation of new signs. Be it painting signs or finding other tasks that would be appropriate for elementary school age children, would encourage their interest in outdoor recreation and create additional life experiences in learning and teamwork.

Recommendations for Improvements: Trail Synopsis

- Red — The Red Trail is a loop trail that totals around 3 miles, it is the heart of the trail system with the Yellow, Green, and Orange Trails all stemming off from it or leading to it. There is a kiosk at the start of the trail head, though the map on it is outdated and inaccurate. The Red Trail is wide enough to easily allow for a UTV to be used for maintenance purposes if needed. The Red Trail also seems to have been mowed a few times a year to help keep the trail corridor clear of brush and overgrowth. Shortly after the Yellow Trail intersection there is a washout starting to form (see figure 2) over a 300-foot incline/decline area this could be easily fixed by installing a way for the water to drain off the side of the trail. This would, in turn, stop the water from running down through the middle of the trail.

Figure 2: early signs of a forming washout



The next area of improvement along the Red Trail comes shortly after the Green Trail intersection if one were to head south toward the Orange Trail. There is a seasonal stream that flows across the trail toward the Soucook River. A culvert, or small bridge, should be installed over this wet area along with ditching out the stream channel to help it flow better. The culvert would be the most cost-effective and easiest to maintain option (See figure 3).

Figure 3: install culvert or bridge



The last trail issue along the Red Trail is similar to the first. The hill next to the readiness center that the Red Trail goes over is washing out. Drainage features such as water bars and a drainage ditch down one side would help to slow the erosion, while installing 3 to 5 check steps would help to break up the steep grade (see figure 4).

Figure 4: eroding trail section behind readiness center



Once you get behind the readiness center, the Red Trail is in good shape and leads back to the trailhead kiosk but a sign letting users know that the trail abuts the gate could be helpful as the trail used to cross where the building and parking lots currently stand.

- Green — The Green Trail is a ½ mile out and back trail that leads to a peninsula within the Soucook River. The trail narrows the farther it gets for Red Trail and is overgrown in spots mostly toward the trail's end. Brushing back the trail could easily be done by hand using loppers and handsaws. The trail ends at a nice spot near a bend in the river a map update may want to consider marking this as a potential viewshed or picnic area. As stated earlier in the report, a color change for the Green Trail should be considered as a person with red, green colorblindness will not be able to tell if they are on the Red or the Green Trail. Using a color such as white will make it easier to tell that it is a different trail.
- Orange — The Orange Trail is only around 0.4 miles it is also home to the worst stretch of trail disrepair in the entire trail system. The Orange trail is the most overgrown and narrowest trail but, like the Green Trail, it would not be hard to brush back out. There is a 500ft washout (see figure 5) located just before the property line. Check steps and drainage features will need to be installed to both break up the trail grade and slow down the current erosion issues.

Figure 5: steep 500 foot long washout



The trail does continue past the property line but if the abutting property is not acquired or a trail agreement with the abutter is not reached, a sign letting users know that the trail will no longer be maintained going forward should be created and installed. The trail should also consider a name/color change as the orange paint used for the blazes is very similar to the red blazes making it seem like you are on the red trail from afar. Switching to a color such as blue will make it easier for users to know what trail they are on.

- Yellow — This trail is a short 0.66-mile trail that will cross under the power lines before it splits into two options. The 1st is a short split off to the Red Trail while the 2nd is a longer C-shaped trail. Both options are in good shape though they could use some brushing back and extra trail blazes.

- Unidentified (Purple) – There is one more trail that is not on the kiosk map and is marked using purple dashes (see map 2). This trail parallels the Green Trail and follows the river. It seems like this trail stemmed from a past timber operation. A decision will need to be made if this trail will be adopted to the Trail system or if it will be brushed in and closed down.

All of this trail work could be done without closing the trails and be completed by hand. Signage should be posted on site along with informing trail users about the work prior to them starting their hike. The trail width would allow for the use of a UTV to help with the maintenance such as hauling of tools and the culvert.

Upon the completion of the initial trail work, a maintenance schedule should be created between the property owners and the Bureau of Trails to check up on and perform any needed maintenance to the trails. Ideally, this schedule should be along the lines of a spring and fall cleanup with a summer trail check-in. The Bureau's contact information should be added to the trail head kiosk informing the public who to contact with any trail issues or concerns.

Recommendations for Crew & Project Planning

The initial repair work could be easily done during the trail building season once completed. Doing seasonal check-ins of the trail system along with the cleaning and maintaining of drainage feature will help to keep the trails in good shape.

- Top priorities:
 - Have an accurate and up to date map created
 - Fix the wash outs and drainage issues
 - Brush back overgrown trails
 - Update signage and add more blazing
 - Build parking and make it clear to users where to park and where to hike
 - Develop a maintenance schedule between the National Guard and the NH Bureau of Trails

Conclusion and Next Steps:

Overall, the trail system is well thought out within the confines of the property. Once the initial repair work is done, developing a routine maintenance schedule, so that trail features do not get neglected, should help to go a long way to keeping the trail in great shape. However, a well-maintained trail system is only as good as their signage and parking. Creating enough parking to accommodate local needs along with creating updated and accurate signage will make the overall user experience much more pleasant along with reducing the chance of trail users getting lost. Implementing these changes will make this a great spot for locals of the Concord and Pembroke areas to enjoy, while enhancing a resource the entire State can benefit from.

We recommend that our departments schedule an in-person meeting in the near future to discuss a long-term agreement and coordination that will benefit both the NH National Guard

and the Department of Natural Resources, Division of Parks and Recreation, and the Bureau of Trails.