

Texas: Lessons Learned from Three Services and Statewide IGSA's

ADC Installation Innovation Forum
November, 2023





Alamo Area Council
of Governments

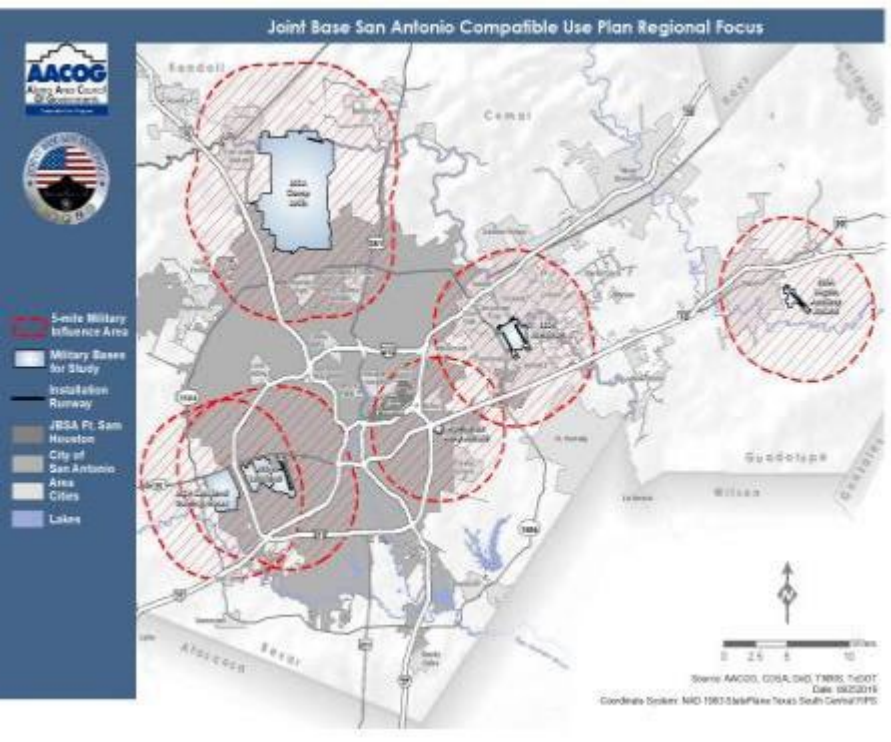


AACOG:

Partnering to Support Mission Resilience

William McKnight

Director of Aging and Military Affairs



The Alamo Area Council of Governments (AACOG) and the Alamo Region support the resilience of Joint Base San Antonio (JBSA) as an embedded component of our overall regional growth and economic development strategies.





SCHIERTZ
COMMUNITY. SERVICE. OPPORTUNITY.



AACOG and JBSA: Blanket IGSA

- **IGSA = Intergovernmental Support Agreement**
- **Authority: 10 USC 2679**
- **Sole source with state or local government**
- **Local wage rates – no Davis-Bacon or Service Contract Act**
- **Period: 10 years**
- **Federal Acquisition Regulations (FAR) DO NOT APPLY**
- **“Blanket” IGSA**
 - **First of its kind in Air Force History**
 - **Any goods or services that AACOG or any member provide for themselves may be offered to military**



IGSA Value

- **DOD needs to reduce both excess capacity and costs to own and operate bases and training ranges**
- **KEY: lowering the cost of doing business and enhancing Military Value and Readiness to keep/grow missions and jobs**
- **Military must focus on the MISSION – IGSA can enhance the mission**



Blanket IGSA Basics

- **10 year agreement with \$15 million maximum cap**
- **New goods and services added as “categories,” with Best Interest Analysis and Determination made by JBSA**
- **Task Orders, with collaboratively developed Performance Work Statements, issued by 502d Contracting Squadron**
- **Workgroup meets periodically to identify and vet new category candidates**
- **Local Governments participate through AACOG under Interlocal Agreements**
- **AACOG provides Administrative, Financial, and Quality Assurance Oversight**
- **FAR applied selectively, dependent upon good or service provided, per Air Force policy**

Task Orders to Date:

Goods/Services Provided	Partners	Military's Cost	Savings Generated	AACOG's Revenue	Value-added Benefits	Community Benefits
Demolish buildings in JBSA-Randolph AFB Clear Zone	<ul style="list-style-type: none"> • 502 ABW • 12 FTW • AACOG • Universal City, TX 	\$207,596	42%	\$8,892	Contribute to Safety of Flight	<ul style="list-style-type: none"> • Expedited elimination of structures in neighborhood • Local small business revenue • Recover all direct and indirect costs
Elevator Maintenance (1 year only)	<ul style="list-style-type: none"> • 502 ABW • AACOG • Commercial Vendors 	\$466,840	0%	\$18,720	Opportunity for improved quality assurance/quality control	<ul style="list-style-type: none"> • Business revenue • Recover all direct and indirect costs • Build experience with delivery of goods/services through vendors
JBSA-Randolph EMS	<ul style="list-style-type: none"> • 502 ABW • 59 MDW • 12 FTW • AACOG • City of Schertz, TX 	\$1,355,009 (2 years)	\$124,459 (2 years)	\$66,161.16 (2 years)	Improved ambulance coverage	<ul style="list-style-type: none"> • Closer coordination between first responders • Recover all direct and indirect costs
Wounded Warrior Shuttle	<ul style="list-style-type: none"> • 502 ABW • Soldier Recovery Unit, Brooke Army Medical Center • Alamo Regional Transit (AACOG) 	\$1, 124,781 (2 years)	\$363,552 (2 years)	\$143,072 (2 years)	Improved service for Soldiers and families	<ul style="list-style-type: none"> • Expand ART service area and capacity • Recover all direct and indirect costs



JBSA and the Alamo Region Resilience: Working Hand in Hand

The Alamo Region takes a One Community approach to our own resilience, and that of the missions of JBSA, with the military embedded in every decision and action

- **Economic Development and Mission Resilience**
- **Energy, Water, and Wastewater Infrastructure**
- **Water Supply and Natural Resources**



Thank You For Your Time

William McKnight

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NAS CORPUS CHRISTI – NUECES COUNTY IGSA

Lessons Learned

Steve Bonner, SONRI, Inc.



Nueces County-NASCC Water IGSA

Partners

- Nueces County
- NAS Corpus Christi
- Other local governments join later through Interlocal Agreements

Concept of Operations

- ▶ NASCC identifies requirements
- ▶ Nueces County & NASCC cooperate on Statement of Work
- ▶ Nueces County provides cost estimates from “buy board” or local RFP
- ▶ Nueces provides project management and quality control, with Navy oversight

Projected Benefits

- ▶ **Water Utility Installation & Maintenance**
 - ▶ Up to 50% cost savings for Navy
 - ▶ Navy recapitalizes mission-critical infrastructure, enhancing mission assurance and resilience
 - ▶ Makes NASCC more competitive for new missions/job growth
 - ▶ Enhances Military Value in case of BRAC
 - ▶ New market for contractors = JOBS
 - ▶ +/- \$260k annual revenue for County
 - ▶ Regional economic impact



The Reality



IGSA Development:

- Nueces County Engineer opposed the agreement
- Nueces County Commissioners – embroiled in local politics
- Early NASCC CO and PWO engagement didn't carryover between incumbents
- Lack of clear Navy guidance and regional engagement

Hydrants Task Order:

- Day 1 – DISASTER at the CDC
- Navy bureaucracy – dig permits and staffing delays
- Change Orders – piecemeal and slow processing
- QA/QC – local government approach VERY different from Navy, and Navy bureaucracy would not adjust
- Budget – use of prior year Navy \$\$ proved VERY problematic
- NASCC and County Leadership turnover -- left space for the naysayers to say NAY!

LESSONS LEARNED

The Big Picture: Nueces County and the Navy have broad common interests and goals that *SHOULD* create a collaborative environment and approach to problem solving



ISSUES

- Lack of Support in Nueces County Staff:
- Lack of Commitment in NASCC Staff:
- Compliance and Change Orders:
- Navy Budget Delays:
- CNRSE Contract Confusion:

LESSONS



- County Organization Weak
- Leadership Turnover Issues
- Clear Leadership Intent
- Leadership Follow-up
- Base-level staff need better processes
- Use of prior year funds causes delays
- Don't confuse the community

The Bottom Line: BOTH Parties lack of leadership engagement left the door open to opposition

Big Picture

- **Military Services need to truly institutionalize IGSA to realize the full potential**
 - Formal Guidance
 - Training
 - LEADERSHIP
 - Action Officers
 - Job Descriptions
- **Just signing an IGSA is nice, but it is NOT success**
 - Local governments must be willing to invest in capacity to reap the benefits
 - Installation staff need to learn how local government does business
- **This is a GOVERNMENT-TO-GOVERNMENT relationship**
 - Don't allow legal advisors to make risk management decisions – they give ADVICE
 - Trust each other to have the best interests of each other in mind
- **Continuous Improvement**
 - Regular Program Management Reviews
 - Intentional relationship building
 - Don't let bureaucratic politics stop progress



The EP Water – Fort Bliss IGSA

Hector Gonzalez, Government Affairs Manager

November 7, 2023

Goal: Enhance the mission resilience and military value of Fort Bliss while assuring the long-term growth and vitality of El Paso

Many Partnerships...

KBH Desal



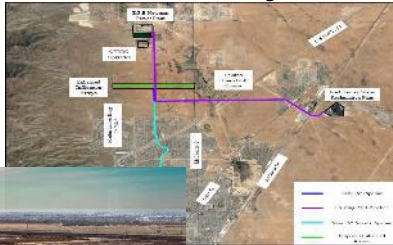
26% Water

100% Wastewater



Hervey WWTP

Aquifer Storage & Recovery



Innovative Infrastructure



Advanced Purification



New McGregor Range Pipeline



MIRR Study

Coordinating Black Start Follow-on

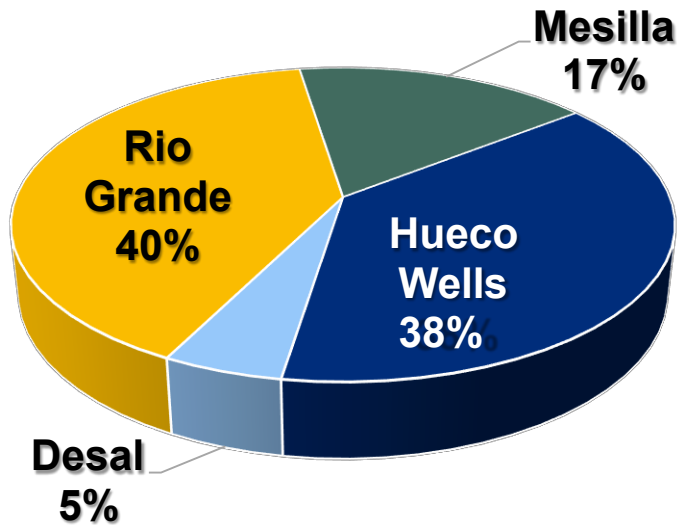


\$100M in New Water Resources

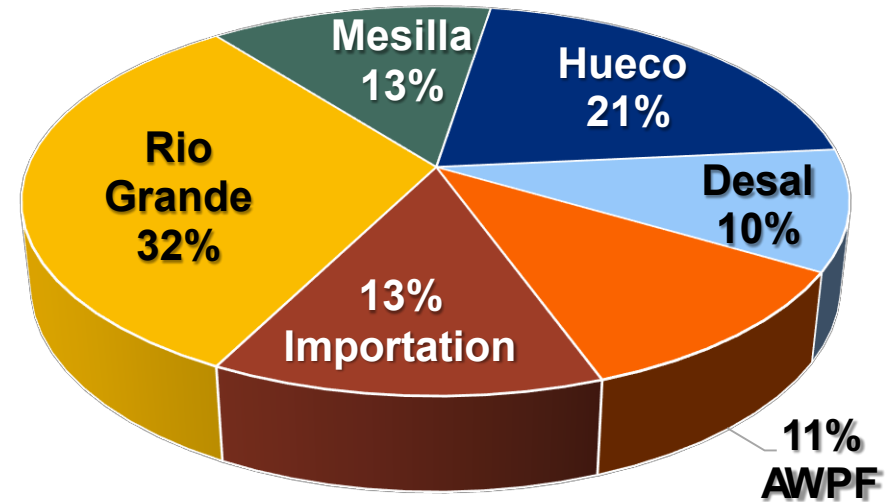


El Paso's Water Sources: Today vs. 2070

Water Supply: **158,000 AF**
Normal (Non-drought) Conditions



Water Supply: **210,000 AF**
Normal (Non-drought) Conditions

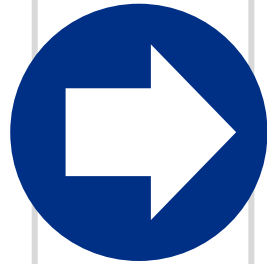


Diverse portfolio of water supplies available to meet demand

Fort Bliss IGSA Overview

Strategic Objectives:

- Reduce Fort Bliss costs
- Support Fort Bliss mission resilience
- Promote mission growth at Fort Bliss as a community economic development action
- Generate revenue for EP Water



Results to Date:

- **Army Cost Savings:** +/- \$471,000
- **Mission Resilience:**
 - New “Apparatus Bay” constructed for Garrison
 - Stormwater Basin Maintenance to reduce flooding
 - Multiple other future benefits documented
- **Mission Growth:** TBD
- **Revenue:** +/- \$418,000 in Direct/Indirect cost recovery & fee revenue

IGSA Benefits

Lowering Army cost of doing business in El Paso...

FISCAL YEAR	PROJECTS	COST	ARMY SAVINGS	EPW REVENUE	OTHER BENEFITS
FY 22	6	\$749,230.04	\$30,769.46	\$125,464.05	Contracting Efficiencies; QA/QC Partnership; Mission Benefits
FY 23	9	\$2,316,676.05	\$476,240.26	\$292,742.13	Contracting Efficiencies; QA/QC Partnership; Mission Benefits
TOTAL	15	\$3,065,906.09	\$507,009.71	\$418,206.18	

IGSA is the foundation of other important efforts, such as MIRR Study

COL Brendan Gallagher
Garrison Commander
USAG Fort Bliss





Fort Bliss IGSA: Past to Now

- Past Situation:
 - Fort Bliss contracts for on-demand engineering services related to storm water infrastructure, water quality testing, geotechnical services, and water planning as needed through a variety of procurement methods.
 - These methods can be characterized by insufficient capacity of contracting entities, lengthy contracting timelines (“flash-to-bang”), and some contracting costs that reduce the available budget for projects.
- Objective for the IGSA:
 - Leverage the IGSA as a mechanism to allow Fort Bliss to enter into an agreement with EP Water to improve efficiencies and potential cost savings in the contracting process, and to capitalize on the regional expertise that EP Water offers.

Benefits to Pursuing an IGSA with EP Water



- EP Water has significant experience providing stormwater management services, water supply management, drinking water quality testing services, and geotechnical services
- Builds on existing partnerships and regional relationships
- Recognizes the integral relationship between Fort Bliss and EP Water's regional responsibilities
- Utilizes EP Water's developed contracts for services versus development from scratch over and over again through traditional contracting routes
- Preserves competitive contract selection
- Reduces the time from requirement to action
- Cost savings over traditional contracting avenues
- 10-year structure of the IGSA contract reduces the Army workload to constantly develop and renew traditional contract vehicles

B. Keith Graf
Executive Director
Texas Military Preparedness Commission





**Proclamation for the
Statewide Intergovernmental Support Agreements
for Road Maintenance Services between the
State of Texas and the United States Military**

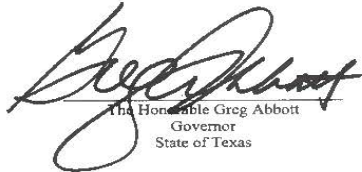
WHEREAS, Texas Governor Greg Abbott signed House Bill No. 3399 of the 87th Texas Legislature, thereby granting authority to the Texas Department of Transportation (TxDOT) to assist with the provision of road maintenance, improvement, relocation, or extension services for United States military installations located in Texas; and

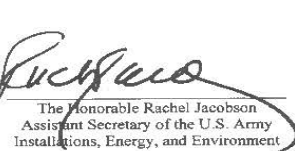
WHEREAS, the United States military now seeks to explore a 10-year renewable partnership with the State of Texas through TxDOT to provide road maintenance services to U.S. Army, U.S. Navy, and U.S. Air Force installations in Texas; and

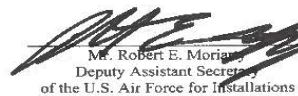
WHEREAS, this agreement would explore the possibility of road maintenance projects on U.S. military installations awarded by each military installation to be performed by TxDOT to decrease project lead time and reduce civilian staff burden in an effort to achieve significant cost savings on these projects;

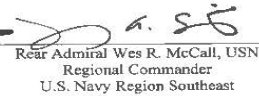
NOW, THEREFORE, the parties set forth below do hereby execute this ceremonial agreement to explore such a partnership from this day forward between the State of Texas, through TxDOT, and the United States military for participating U.S. military installations in Texas.

IN WITNESS WHEREOF, as duly authorized officials, we sign this agreement of exploration in the City of Austin, Texas, effective this, the 25th day of January 2023.


The Honorable Greg Abbott
Governor
State of Texas


The Honorable Rachel Jacobson
Assistant Secretary of the U.S. Army
Installations, Energy, and Environment


Mr. Robert E. Morin
Deputy Assistant Secretary
of the U.S. Air Force for Installations


Rear Admiral Wes R. McCall, USN
Regional Commander
U.S. Navy Region Southeast

AMERICA'S FIRST "SIGSA"!

QUESTIONS?

