



NWFL IGSA Final Report

In Support Of
Intergovernmental Support Agreement Development
In Northwest Florida

September 29, 2023





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1 EXECUTIVE SUMMARY

Intergovernmental Support Agreements (IGSAs) are mutually beneficial service contracts that bolster ties between community and military partners, contribute to local economies, reduce Department of Defense (DoD) expenditures, and preserve the long-term viability of participating installations. Over 200 IGSAs have been implemented nationwide across all branches of the military. By combining the knowledge of these existing, successful agreements with collaborative data from Northwest Florida (NWFL) municipalities, the Matrix team developed recommendations for deploying IGSAs across the Emerald Coast.

To determine a suitable path to effective IGSA implementations, the Matrix team worked with NWFL's six local installations to identify current service contracts and services of interest to explore. To begin, a Needs Assessment report was developed using the data provided by the installation. The team then collaborated with municipalities across the Emerald Coast to obtain information on their existing service contracts. These contracts were reviewed for six cities and four counties in an independent Opportunity Assessment report.

The installations of interest include Naval Air Station Pensacola, Naval Air Station Whiting Field, Eglin Air Force Base, Hurlburt Field, Tyndall Air Force Base, and Naval Support Activity Panama City. There are a total of four counties and six cities that are geographically aligned to these installations. The counties include Bay County, Santa Rosa County, Okaloosa County, and Escambia County. The cities include Pensacola, Milton, Crestview, Niceville, Fort Walton Beach, and Panama City.

This report constitutes the final critical element for Phase I of ECRC's objective to successfully implement IGSA in the region – comparing the needs of installations to the opportunities of local municipalities to determine what agreements could or should be pursued in NWFL. While a detailed cost-benefit analysis was not possible with available contract details, the Matrix team was able to develop recommendations on where the greatest opportunities for success exist.

After cross analyzing the needs and opportunities along the Emerald Coast, the following service areas are top IGSA candidates to further explore:

- Custodial services,
- Grounds maintenance,
- Refuse/recycling removal.

2 PROJECT SUMMARY

The Matrix team was tasked with vetting opportunities to establish Intergovernmental Support Agreements (IGSAs) across the Emerald Coast Region and its supported installations. The project was designed as a phased effort, beginning with outreach and education for the military bases and community partners and concluding with recommendations for IGSA creation. The project was successful in narrowing down the top prospective areas for IGSA development.

The project began with an evaluation of the use of IGSAs nationwide, which can range from services as unique as archaeological site surveys to activities as simple as bulk commodities purchases. The authority for the services to enter into IGSAs was established by Congress through the fiscal year 2013 National Defense Authorization Act, enacted into law under 10 USC §2679. While this change provided framework designed to reduce acquisition restrictions under certain circumstances, thus providing faster execution or greater access to services necessary for installation operation, they have not yet become common across the various agencies.

IGSAs hinge on the buy-in and close coordination of all parties for their success. Due to their relative novelty in certain areas, many agencies, federal and local alike, are unfamiliar with both the process to establish an IGSA as well as the benefits they provide. This expected lack of familiarity was the genesis for the initial campaign in NWFL – outreach to local communities and installations to educate them on the benefits and opportunities for IGSA implementation.

Matrix contacted the four counties, six cities, and six installations across the Emerald Coast to introduce the project and the benefits of IGSAs. The team held virtual kickoffs and optional Q&A sessions to explain the benefits of these agreements. Contract data was collected from the interested participants, which was then cross analyzed for overlapping services between installations and localities. These overlaps were reviewed to see if a mutually beneficial opportunity existed to further pursue. Services that have already been used in IGSAs nationwide were specifically highlighted as opportunities, as they are the easiest to implement given many successful use-cases.

The greatest hurdle to overcome in the execution of IGSAs in NWFL is the buy-in from all stakeholders. While contract service agreements have benefits to the local economy and typically cost savings for the installation, there can be a perceived hesitation across both entities and a lack of desire to prioritize IGSA implementation due to the need for legwork to get these agreements “off the ground”. Put simply, many installations and local government entities lack the support staff, resources, or subject matter experts to complete the substantial administrative tasks required to develop and approve an IGSA. Despite these difficulties, ultimately the execution of these contracts needs to be driven by the participants to reach a cooperative outcome. The Matrix team made extensive efforts to generate interest in IGSAs via e-mails, phone calls, and in-person engagement with each locality.

3 OPPORTUNITIES

3.1 West Emerald Coast

The West Emerald Coast region includes the municipalities with the closest proximity to NAS Pensacola and NAS Whiting Field.

3.1.1 Naval Air Station Pensacola

NAS Pensacola resides in Escambia County and is local to the City of Pensacola. From the beginning of the project, NAS Pensacola showed strong interest in establishing IGSAs, particularly with Escambia County. Communication from the installation acknowledged that their specific interests were in contracts already executed by the county, such as signal and traffic work through an agreement with FDOT. Per the Community Planning & Liaison Officer, NAS Pensacola “wants to get an IGSA on the books...size is not important.”

Particular contracts of interest for NAS Pensacola included services like drainage maintenance, beaver trapping, recycling, and paving and road maintenance. Some of the installation’s current contracts include services that are procured by other installations via an existing IGSA, including pest control, integrated solid waste management, and custodial services. Many of these service areas are strong potential IGSA candidates and NAS Pensacola showed proactive willingness to partner.

Unfortunately, while Escambia County and City of Pensacola showed interest in partnering, they were unable to provide the necessary supporting documentation that would’ve effectively enabled an in-depth gap analysis between the installations’ needs and their contract offerings. Unfortunately, Matrix was unable to secure a response from Escambia County over the 9-month outreach period, which included in-person engagement, phone calls, and emails. The City of Pensacola showed interest in the initial kickoff meetings with Matrix, but never sent their contract information to the team after follow-up attempts. Additional outreach is recommended to vet the available partnership opportunities.

3.1.2 Naval Air Station Whiting Field

NAS Whiting Field is a Navy installation in Santa Rosa County that resides within the City of Milton. Representatives of NAS Whiting Field provided anecdotal IGSA focus areas during initial phone conversations but was unable to furnish any specific or detailed contract data for Matrix to review. Similarly, Santa Rosa County was unable to provide any contract information although it showed interest during an in-person engagement with the Matrix team. Additional outreach is required to vet the available partnership. It is important to note that NAS Whiting Field does, however, have two IGSAs established with the Baldwin County Sheriff and Santa Rosa County Sheriff, respectively, for use and maintenance of their joint training range.

Fortunately, The City of Milton provided a list of over 80 existing service contracts. Matrix was able to review these contracts and project future IGSA opportunities at NAS Whiting Field if the installation continues to expand its appetite for this type of partnership. The best candidates for IGSAs from the City of Milton's contract list include public works, transportation, and hurricane response services. The annual costs of each contract were provided as part of the list, but a cost-benefit analysis is not possible at this time without visibility into the current service costs at NAS Whiting Field.

3.2 Central Emerald Coast

The Central Emerald Coast region includes the municipalities with the closest proximity to Eglin AFB and Hurlburt Field:

- Okaloosa County
 - City of Fort Walton Beach
 - City of Crestview
 - City of Niceville

Okaloosa County provided a list of over 800 existing contract areas with expiration dates but no annual costs. Despite the lack of those details, it is clear by the quantity and variety of service contracts in place that there are significant opportunities for partnerships between the local installations and Okaloosa County. Of the 800 contracts listed, at least 25% were agreements with other cities, counties, and government agencies, at both the state and federal level. The contract list also indicated that over 30 partnerships and areas of mutual aid already exist between the county, Hurlburt Field, and Eglin AFB in the form of signed contracts, including:

Confinement Services: The 96th Test Wing has an agreement with the County of Okaloosa to obtain confinement of military personnel services in a facility that meets the requirements of AFI 31-105, *Air Force Correction System*, which requires detainees to be housed in an accredited facility. The agreement states that the county can support the detention of up to 10 personnel at a time, at the rate of \$49 per person, per day. While not formally executed as an IGSA at Eglin AFB, it would be appropriate for this agreement to be formalized as an IGSA, which has been done for similar services at Fort Bliss, Fort Polk, Fort Stewart, and Fort Carson.

Beach Trash Removal: Eglin AFB utilizes Okaloosa County services to empty trash cans along base-owned beaches for a rate of \$20,000 a year.

Traffic Signal Service and Maintenance: An agreement exists between Hurlburt Field and Okaloosa County for the county to repair and maintain the traffic signals outside the base gates, which are owned by the USAF. The work is done through work orders that are individually billed to the installation.

Emergency Services: Robust agreements already exist between both Eglin AFB and Hurlburt Field with Okaloosa County and the three major cities in the community to provide mutual aid and share resources for emergency services. These agreements include training affiliation agreements to provide military emergency medical technicians and paramedics with training from Okaloosa County in exchange for manpower, as well as shared use of fire trainer facilities and mutual aid agreements for natural disasters and mass casualty events. Although IGSA's cannot be used for fire-fighting functions, there is significant opportunity based on existing partnerships to expand efforts into a formal, larger IGSA between the installations and the community.

Due to the quantity of existing partnerships Okaloosa County already has with DoD partners in the area, including the Air Force, Army, and Navy, it is a strong candidate to leverage its experience to pave the way for the region.

For Hurlburt Field and Eglin AFB, it is important to note that, although considered separate installations, their proximity to each other and inclusion in the same county creates unique opportunities for partnerships. While the county's contract list indicates that some existing agreements exist with both installations, further coordination is recommended to maximize realized benefits of both new and existing agreements, as well as avoid redundant services that may be attained through partnership.

3.2.1 Eglin Air Force Base

Eglin AFB is located in Okaloosa County and is local to the cities of Crestview and Niceville.

Eglin AFB provided a list of their current service contracts for fiscal year 2023, along with their annual costs. A comparison was performed between this list and the contract information provided by the surrounding communities. **Table 1** shows which communities have contracts that provide the same services as Hurlburt Field, and the associated cost to the base each year. The data has been sorted according to contract cost to display the greatest opportunities for cost savings through partnership.

Table 1. Eglin AFB and Surrounding Communities Service Contract Comparison

Active Service Contracts at Eglin Air Force Base	Okaloosa County	Crestview	Fort Walton Beach	Annual Contract Cost at Eglin AFB
Asphalt Paving and Maintenance	Yes	Yes	Yes	\$49,000,000.00
Engineering Services	Yes	Yes	Yes	\$40,000,000.00
Custodial Services	Yes		Yes	\$23,700,000.00
CE Manpower Support	-	-	-	\$22,000,000.00
Paint Services	-	-	-	\$7,000,000.00
Sound Recording and Reproduction Equipment	-	-	-	\$5,000,000.00
Cable TV & Internet WiFi	Yes	-	-	\$4,900,000.00

Active Service Contracts at Eglin Air Force Base	Okaloosa County	Crestview	Fort Walton Beach	Annual Contract Cost at Eglin AFB
Heavy Equipment Rental	Yes	-	-	\$4,000,000.00
Asbestos/Lead/Mold Removal	-	-	-	\$3,900,000.00
Emergency Services	Yes	-	-	\$2,500,000.00
Mortuary Services	Yes	-	Yes	\$2,500,000.00
Cranes/Hoists Maintenance	-	-	-	\$1,927,000.00
Security Guards	-	-	-	\$1,864,000.00
Tree Planting IDIQ		-	-	\$1,700,000.00
Elevator Maintenance	Yes	-	-	\$1,400,000.00
Packing and Crating	-	-	-	\$1,400,000.00
Compressed Gas BPA	-	-	-	\$1,200,000.00
Dialysis Service and Maintenance	-	-	-	\$816,000.00
Medical Equipment Maintenance	Yes	-	-	\$485,000.00
Refuse Collection and Disposal	-	Yes	Yes	\$463,000.00
Hoods and Ducts Maintenance	-	-	-	\$445,000.00
Mechanical Equipment Maintenance (Pumps, Chillers, Compressors)	Yes	-	-	\$300,000.00
Automated Door and Gate Maintenance	Yes	-	-	\$287,000.00
Bulk Liquid Oxygen Rental	Yes*	-	-	\$250,000.00
Appliance Maintenance (Washer/Dryers)	-	-	-	\$205,000.00
Lab Equipment	-	-	-	\$101,000.00
Fire Suppression System Maintenance	-	-	Yes	\$100,000.00
Washer and Dryer - Lease	-	-	-	\$68,000.00
Fire Trainer Maintenance	Yes	-	-	\$40,000.00
Telecommunications Services	Yes	-	-	\$29,000.00
Firefighter Gear Inspection and Cleaning	-	Yes	-	\$25,000.00

Of the services listed, the following IGSA's have already been successfully implemented at other DoD locations:

- Road Paving and Maintenance
 - MCB Quantico, VA partnered with Northern Virginia Regional Commission
 - NAS Patuxent River, MD partnered with St. Mary's County, MD
 - NB Great Lakes, IL partnered with the City of North Chicago, IL
 - NB Guam partnered with the Government of Guam
 - JB San Antonio, TX partnered with the City of San Antonio, TX
- Engineering Services
 - West Point, NY partnered with the Dormitory Authority of the State of New York
 - MCLB Barstow, CA partnered with the City of Barstow, CA
 - Fort Bliss, TX partnered with the city of El Paso, TX
 - Fort Wainwright, AK partnered with the University of Alaska, Fairbanks
- Custodial Services

- Fort Bragg, NC partnered with Fayetteville, NC
 - Fort Polk, LA partnered with Town of Rosepine, LA
- Connectivity and Telecommunications Services
 - JB Lewis-McChord, WA partnered with Washington State Technologies
- Refuse Collection and Removal, Integrated Solid Waste Management
 - Luke AFB, AZ partnered with the City of Glendale, AZ
 - Fort Detrick, MD partnered with Montgomery County, MD
 - Fort Polk, LA partnered with Vernon Parish, LA
 - White Sands Missile Range, NM partnered with South Central Waste Authority
- Equipment Maintenance and Repairs
 - MCB Camp Lejeune, NC partnered with the City of Jacksonville, NC and Onslow County, NC
 - Naval Weapon Station, NJ partnered with the County of Monmouth, NJ
- Elevator Maintenance
 - US Army Garrison Presidio of Monterey, CA partnered with the Presidio Municipal Services agency
- Utilities Maintenance
 - NAS Corpus Christi, TX partnered with Nueces Country, TX
 - Naval Submarine Base New London, CT partnered with Groton Public Utilities, CT
 - Fort Carson, CO partnered with Colorado Springs Utilities
 - Redstone Arsenal, AL partnered with Huntsville Utilities

Significant opportunities exist to consolidate existing contracts through an IGSA between Eglin AFB and Okaloosa County. Additionally, there may also be service contracts that Okaloosa County has that could be utilized by Eglin AFB for services they may purchase on a case-by-case basis that has not yet justified an active service contract.

While the cities local to Eglin AFB have much fewer service contracts, there is still opportunity to partner based on the services they have. The City of Niceville has active contracts for animal control and transportation lighting maintenance, both of which could be utilized at the installation. The City of Crestview has waste, sludge, and storm debris removal contracts, as well as multiple technical consultation contracts for wastewater treatment and regulatory compliance matters.

3.2.2 Hurlburt Field

Hurlburt Field is located in Okaloosa County on the western side of Fort Walton Beach, just 12 miles from Eglin AFB. Hurlburt Field occupies a 6,700-acre area with a population of approximately 24,896, including 8,261 service members, their families and government and contractor employees. Although smaller than Eglin AFB, Hurlburt Field has many of the same service requirements to maintain daily operations.

Hurlburt Field provided a list of their current service contracts for fiscal year 2023, along with their annual costs. A comparison was performed between this list and the contract information provided by the surrounding communities. **Table 2** shows which communities have contracts that provide the same services as Hurlburt Field, and the associated cost to the base each year. The data has been sorted according to contract cost to display the greatest opportunities for cost savings through partnership.

Table 2. Hurlburt Field and Surrounding Communities Service Contract Comparison

Active Service Contracts at Hurlburt Field	Okaloosa County	Crestview	Niceville	Fort Walton Beach	Annual Contract Cost at HF
Custodial Services	Yes	No	No	Yes	\$1,565,887.80
Grounds Maintenance and Landscaping	Yes	No	No	Yes	\$1,013,181.00
Water Tank Maintenance	No	Yes	Yes	No	\$833,299.00
Refuse Collection and Disposal	No	Yes	No	Yes	\$473,374.81
Cranes/Hoists Maintenance	No	No	No	No	\$349,738.74
Automated Door and Gate Maintenance	Yes	No	No	No	\$333,144.00
Elevator Maintenance	Yes	No	No	No	\$108,200.00
Barrier Maintenance	No	No	No	No	\$76,443.00
Hoods and Ducts Maintenance	No	No	No	No	\$34,782.00
Fire Suppression System Maintenance	No	No	No	Yes	\$13,897.00
Carpet/Flooring BPA	No	No	No	No	Blanket Purchase Agreement
Duct Cleaning	No	No	No	No	Blanket Purchase Agreement
Paint Services	No	No	No	No	Blanket Purchase Agreement

Of the services listed, the following IGSA's have already been successfully implemented at other DoD locations:

- Custodial Services
 - Fort Bragg, NC partnered with Fayetteville, NC
 - Fort Polk, LA partnered with Town of Rosepine, LA
- Grounds Maintenance
 - Altus AFB, OK partnered with the City of Altus, OK
 - MCAS Beaufort, SC partnered with Long County, SC
 - NB Coronado, CA partnered with the State of California
 - Donald R. Moyer Reserve Center, MI partnered with Oakland County, MI
 - Fort Knox, KY partnered with Hardin County, KY

- Fort Stewart, GA partnered with the City of Hinesville, GA
- Water Utility Maintenance
 - NAS Corpus Christi, TX partnered with Nueces Country, TX
 - Naval Submarine Base New London, CT partnered with Groton Public Utilities, CT
 - Fort Carson, CO partnered with Colorado Springs Utilities
 - Redstone Arsenal, AL partnered with Huntsville Utilities
- Refuse Collection and Removal, Integrated Solid Waste Management
 - Luke AFB, AZ partnered with the City of Glendale, AZ
 - Fort Detrick, MD partnered with Montgomery County, MD
 - Fort Polk, LA partnered with Vernon Parish, LA
 - White Sands Missile Range, NM partnered with South Central Waste Authority
- Equipment Maintenance and Repairs
 - MCB Camp Lejeune, NC partnered with the City of Jacksonville, NC and Onslow County, NC
 - Naval Weapon Station, NJ partnered with the County of Monmouth, NJ
- Elevator Maintenance
 - US Army Garrison Presidio of Monterey, CA partnered with the Presidio Municipal Services agency
- General Facility Construction
 - Ft Carson, CO partnered with the City of Fountain, CO

3.3 East Emerald Coast

The East Emerald Coast region includes the municipalities with the closest proximity to Tyndall AFB and NSA Panama City.

3.3.1 Tyndall Air Force Base

Tyndall AFB is an installation in Bay County that is local to Panama City. The installation was responsive to outreach and shared contract information for the last five years, including details of awarded and paid amounts. Many of the contract types on the list are potential IGSA candidates. Examples include custodial, grounds, refuse, and facilities maintenance. Unfortunately, no contract data was received from either Bay County or Panama City after extensive outreach by the Matrix team.

Bay County's Public Works Director noted that an attempt was made to partner on mosquito spraying with Tyndall AFB at one time, but that effort had fallen through. The County overall had little interest in pursuing IGSAs. Anecdotally, the Public Works Director showed a disinterest in contractual partnership with the installation. Alternatively, Panama City showed excitement about the effort during the virtual kickoff with Matrix, but ultimately never sent data after several follow-ups were sent by the team. Additional outreach is

required to vet the available partnership. At this time, there is no opportunity at Tyndall AFB for IGSA's due to lack of community engagement.

3.3.2 Naval Support Activity Panama City

NSA Panama City resides in Bay County between Panama City and Panama City Beach. The installation was responsive to the Matrix team's inquiries and provided a list of services of interest for partnership. The majority of services NSA Panama City suggested were viable IGSA candidates. Examples include dredging and waterfront repairs, road maintenance, environmental cultural support, general construction, and general beach sites repair. The challenges in IGSA partnership are the same for NSA Panama City as Tyndall AFB since they share the same localities. Additional outreach is required to vet the available partnership. With a lack of responsiveness from Bay County and Panama City, it is not possible to pursue service agreements at this time.

4 RECOMMENDATIONS

The success of IGSA partnerships is heavily influenced by the buy-in and willingness of both a military installation and their surrounding localities to cooperate in IGSA development. Across the Emerald Coast, the first consideration of our recommendations was the perceived desire for partnership. While the positive implications of IGSAs are widely understood, the Matrix team was met with a spectrum of interest levels for actual participation.

After a thorough exploration process to determine the best partnership opportunities, the Matrix team recommends that installations in the Central Emerald Coast region are prioritized in the next phase of work for standing up new IGSAs. The installations and municipalities in the central region showed the greatest willingness to share information and partner on service agreements. Okaloosa County maintains an extensive list of contracts, many of which already involve shared services with other government entities. This makes them a prime candidate for standing up the initial IGSAs in the Emerald Coast.

Many contracts used by Okaloosa County and its cities are services that are also required at Eglin AFB and Hurlburt Field, so an opportunity exists to share some of these services using IGSAs. Through review of Okaloosa County's existing contracts, there are already several agreements established between the county and both Eglin and Hurlburt Field. Several of these agreements are services that at other installations are captured under IGSAs rather than MOUs or MOAs, including confinement services, waste removal, environmental restoration efforts and traffic light maintenance. A productive first step in moving towards developing new IGSAs would be to convert these existing agreements and consolidate them under an IGSA. Assuming all parties are happy with the current agreements, as indicated by their longevity, they will be helpful in navigating the development of an IGSA with shared services that have already proved to be successful.

Beyond consolidating existing agreements into an IGSA, there are many opportunities that both the communities and installations require across the region that are great candidates for IGSA partnerships. Some examples of these opportunities include custodial services, grounds maintenance, and refuse. The Matrix team recommends further exploring these services as options for IGSA deployment in NWFL.

With successful partnerships developed between Okaloosa County, its cities, and its local installations, a template for how to pursue and arrange these agreements will be in place for other areas in the region to follow.

5 CONCLUSION

While IGSAs have been available for execution in the United States for over a decade, implementing them has been slower for the Air Force and Navy, collectively with approximately 40 IGSAs in place nationwide compared to nearly 100 for the Army. Recently, there has been a push by states with strong military partnerships to establish broader IGSAs to launch these agreements at a larger scale. Texas now has statewide IGSA to support their installations, and Virginia has implemented regional IGSA through the Northern Virginia Regional Commission as well. At the time of this report, Florida hosts less than five total IGSA while each respective competitor state has more than ten. For Florida to continue to keep pace in the defense industry with their competitor states, implementing IGSA is an imperative next step.

The value of collaboration between local communities and their installations cannot be overstated. Not only is it economically beneficial for both parties, but these agreements also help strengthen the relationship between the entities and make the Emerald Coast a stronger military region overall. With this in mind, the pursuit of IGSA remains a more than worthy opportunity for the installations, localities, and Florida as a whole. Of note, custodial, grounds maintenance, and refuse/recycling removal services currently have the highest likelihood of successful implementation based on a thorough gap analysis of installation needs and municipal opportunities.

Our effort indicates that Okaloosa County, its cities, and its resident installations, Eglin AFB and Hurlburt Field, are the prime candidates to drive the path forward to establish IGSA in the region. Not only were all of them willing to participate in Matrix's effort, but many MOUs already exist between the entities. IGSA development will require far less demand on both the installation and the county with these types of contracts already in place, and the existence of MOUs shows each party's readiness to partner on services. With neighboring counties finding success in this partnership strategy, the eastern and western regions may show more interest in following suit. This process is not an overnight implementation, but the outcomes are a sustained positive alliance that can prompt further cooperation in the future.

The Matrix team concludes with a call to action for the Emerald Coast to continue to pursue these opportunities proactively. For Florida to continue its competitive standing among similar states in the defense industry, it is essential that its communities and military installations are more interconnected through IGSA.