



**ECONOMIC  
DEVELOPMENT  
DISTRICTS  
AND MILITARY  
INSTALLATIONS:**

Partnerships for Future  
Planning and Community  
Cooperation

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This resource is offered through the Economic Development District Community of Practice (EDD CoP), managed by the NADO Research Foundation to build the capacity of the national network of EDDs. To learn more, visit: [www.nado.org/EDDCoP](http://www.nado.org/EDDCoP). The EDD CoP is made possible through an award from the U.S. Economic Development Administration, U.S. Department of Commerce (ED22HDQ3070106). The statements, findings, conclusions, and recommendations in this resource are those of the author(s) and do not necessarily reflect the views of the U.S. Economic Development Administration or the U.S. Department of Commerce.

## Economic Development Districts and Military Installations: Partnerships for Future Planning and Community Cooperation

Military installations are crucial economic drivers in local economies across the country. No matter the service, location, or scale, military installations have an impact on the surrounding cities, counties, and regions that support them. This relationship was no clearer than during the past rounds of [Base Realignment and Closure \(BRAC\)](#) from the late-1980s to the mid-2000s that saw hundreds of military installations across the country cease operations and relocate or eliminate tens of thousands of jobs from local economies. Just as large economic anchors like power plants or major manufacturing sites can support regional job growth, military installations can be the backbone to many region's economies. The U.S. Department of Defense (DoD) continuously aims to promote cost-savings, streamline military operations, and create the most efficient national defense organizational structure. The reality of these goals, however, can mean regions lose some of their biggest economic resources when a local base closes.

Recognizing the pivotal role military installations play in local economies, and spurred on by BRAC, communities came together to provide coordinated support for military installations in their regions. Communities have found ways forward that better position their military installations and regions for mutual growth and prosperity. With spending and support levels determined by Congress and subject to fluctuations or changes in the global geopolitical climate, communities supporting military installations have uncertain economic futures reliant on unpredictable funding. What they can do, however, is ensure that their local military installation has the support needed to maintain and improve mission sustainability.

### Economic Development Districts as Regional Liaisons

Economic Development Districts (EDDs) are

well-suited to be the regional liaison with military installations across a wide variety of topic areas of mutual interest to military installations and their surrounding communities. EDDs assist their regions in planning support, grant administration, and implementation of a variety of federal and state programming, all of which have direct impacts on the ability of installations to function in tandem with their local communities.

EDDs prioritize a regional approach to economic development that reflects the increasingly interconnected nature of local economies, most notably by bringing communities together to identify regional growth strategies through the [Comprehensive Economic Development Strategy \(CEDS\)](#). The CEDS provides regions with overarching guiding principles and strategies sourced from community stakeholders themselves. Along with developing a region's CEDS, EDDs have often taken on other regional planning opportunities relevant to military installations including the [U.S. Department of Defense Office of Local Community Cooperation's \(OLDCC\) Joint Land Use Study \(JLUS\)](#), the [Compatible Use Study \(CUS\)](#), and most recently, the [Installation Resilience](#) programming, central to OLDCC's commitment to addressing climate resilience in communities with military installations.

A vital partner to many EDDs across the country, OLDCC, formerly the Office of Economic Adjustment, functions as the primary economic and community development wing of the DoD. Along with its planning and technical assistance programming, OLDCC manages several grantmaking programs that allow military installations and local communities to address mutually identified infrastructure, land



use, and resilience projects. EDDs have supported OLDCC projects in member communities by leveraging staff experience with federal and state grant programs to assist communities in securing needed infrastructure and planning funds. In short, OLDCC is an essential partner for any region with a military installation.

Additionally, the DoD [Readiness and Environmental Protection and Integration \(REPI\)](#) program can be a valuable resource for regions with military installations experiencing environmental degradation. REPI leverages federal, state, and local funds, paired with private and nonprofit sources, to conduct compatible land use, conservation, and environmental protection and restoration projects in areas surrounding military installations.

This report examines some of the main challenges facing communities with military installations and offers how EDDs can best support these vital economic drivers in their regions. Throughout this report are examples from EDDs successfully managing these relationships and showcasing specific, replicable strategies that can be used at EDDs across the country serving regions home to military installations.

### **The Economic Value of Military Installations**

Domestic defense spending benefits local economies in several ways:

- Direct payments on payroll and personnel support thousands of military families, who in turn circulate this money in their local economies and create induced economic activity and jobs.
- Government purchasing and contracting for goods and services on base provides job orders to local suppliers and contractors.

- Capital investments into base infrastructures improves mission sustainability and expands the operational and personnel capacity of installations.
- Hazard mitigation of harmful environmental conditions on or around bases can have positive downstream effects for local communities.

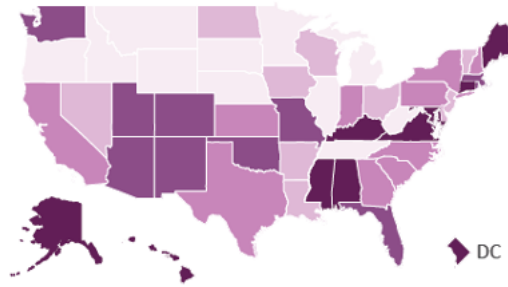
Military installations provide an initial influx of economic activity and investment that many rural communities would simply not have otherwise. For many rural places, military installations are the primary engine for economic growth. And since bases are less dependent on changing market trends, defense spending provides needed economic stability in regions with stagnant or slowing regional economies.

In a [RAND Corporation study](#) released in 2021 that aimed to determine if defense spending was a net positive, neutral, or negative on overall economic growth in the U.S, analysts found that for every \$1 spent in defense spending, a corresponding \$.60 to \$1.20 was contributed to Gross Domestic Product (GDP). The report notes that “defense spending generates jobs directly and can improve economic output indirectly through the spillover of technology and human capital to the civilian economy.” This estimated multiplier range tracks with the [Congressional Budget Office’s \(CBO\) most recent report](#) analyzing government spending during the COVID-19 pandemic and its effect on GDP. CBO researchers found that for every \$1 dollar spent in government programming, anywhere from \$0.50 to \$2.50 was created in additional economic activity.

Regions may benefit from a detailed analysis of the economic impact of a military installation to illustrate its importance to justify funding or advocate for policy. Leaders at the military installation may appreciate and be able to use the information, as well.

Total Spending as % of State GDP

Percentage	
	4.1 to 10.2
	2.3 to 3.4
	1.6 to 2.3
	1.1 to 1.5
	0.5 to 1.1



Top 10 States by Total Spending as % of GDP

Virginia	10.2
Hawaii	8.3
District of Columbia	6.3
Connecticut	6.2
Alaska	6.2
Alabama	6.1
Maryland	5.8
Kentucky	5.7
Mississippi	4.3
Maine	4.1

*Source: OLDCC, Total Spending as % of State GDP*

In a [study](#) conducted by OLDCC for Fiscal Year 2021, analysts found that domestic defense spending as a percent of state GDP was highest in Virginia (10.2%), Hawaii (8.3%), the District of Columbia (6.3%), Connecticut (6.2%), and Alaska (6.2%). States with a higher percentage of state GDP originating from defense spending are naturally more dependent on this funding for continued economic growth. The states with the lowest percentage of state GDP originating from defense spending, Oregon (0.5%), Minnesota (0.7%), Idaho (0.7%), Illinois (1.0%), and South Dakota (1.0%), are less economically dependent on defense spending.

EDDs can seek input from a local university economics department, an [EDA University Center](#) or an economic analysis consultant for assistance in determining the scope of an economic impact analysis and could consider partnering with the military installation to seek funds for the study.

In a [Military Economic Impact Report \(MEIR\)](#) conducted by the [San Diego Military Advisory Council](#) and the [University of California San Diego Rady School of Management](#), analysts found a wide-ranging multiplier effect of defense spending in the local economy.

In the San Diego area, the study found that for every \$1 in defense spending, \$1.56 is contributed to the Gross Regional Product and for every \$100,000 spent, 1.08 jobs are created



annually. Additionally, the study finds that defense spending on the installation had a stabilizing effect on the local economy during the economic downturns associated with the COVID-19 pandemic. During the pandemic, the local San Diego defense industry grew an estimated 5.4% while other comparable sectors declined 7.7%. While the San Diego region is particularly dependent on the military industrial sector with multiple large-scale installations, these economic impacts still hold true in regions with a smaller military footprint.

In a [2021 economic impact analysis](#), the [East Tennessee Military Affairs Council \(ETMAC\)](#) provided a more common example of economic impacts from a predominantly rural region with multiple small to mid-sized installations hosting part-time Guard or Reserve units of respective branches. In the



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Eastern Tennessee region, 6,955 direct jobs are dependent on defense spending with over \$9 billion in local economic impact created in Fiscal Year 2019/2020. Only surpassed by the Department of Energy Oak Ridge facility, military installation employment (direct, indirect, and induced jobs) is one of the largest employers in the Knoxville and Eastern Tennessee region with a comparatively 'small' military footprint in the area.



For the Charlottesville, Virginia region, the [Charlottesville Regional Chamber of Commerce's Defense Affairs Committee](#) found that the local defense installation Rivanna Station at the DIA-Rowe Building had a great impact on the

local economy. Along with Rivanna Station's direct impacts, contracting with the University of Virginia and related defense industries in the region comprises 5.9% of the region's employment and 7.5% of the labor income in their [2021 study](#) conducted by the [Weldon Cooper Center for Public Service](#). Additionally, the Charlottesville study found a correlation between better relative social outcomes for communities with military installations including lower rates of divorce, poverty, and an increase in homeownership and job quality relative to similar communities without military installations.

### Common Issues for Military Communities

While there haven't been concerted calls for BRAC from DoD leadership in some years, base closure is a real and present concern for communities. The threat of base closure is the source for many of the common issues facing communities with military installations. While military installations can be vital to local economies, there are some trade-off

*Recommendation:* EDDs that have not already collected this economic impact data for their local military installations and economy should work with community stakeholders to quantify the military installation's economic value and contributions to the local economy. Investing in an economic impact study from a reputable and experienced consulting professional gives local installation advocates the tools they need to better support their local installation when seeking public investment from federal or state funding partners.

pain points that come with this relationship. EDDs should prioritize developing community coalitions to support the continued function of military installations and mitigate the risks associated with each of the following common issue areas.

### Growth Constraints

In regions where growing populations face decreasing land availability, development pressure may come into conflict with sound land use planning. This may be especially true where military bases set aside open space for current or future uses in accordance with Joint Land Use Study (JLUS) findings for the area. Managing these high growth patterns while ensuring that military installation leadership has the space and capabilities they need to maintain operational capacity is a pivotal aspect of a collaborative and inclusive JLUS planning process.

To help ease these development conflicts, EDDs should work to integrate the strategies and recommendations from the local JLUS into regional CEDS processes to foster understanding between private sector priorities and the land use requirements of military installations. Additionally, regional organizations should work with local officials and planning staff to coordinate and align member communities' land use and zoning policies to ensure compatible use of areas surrounding military installations.

While there is no explicit guidance from either the U.S. Economic Development Administration (EDA) or OLDCC on how EDDs can integrate these valuable regional plans, EDDs can find commonality between efforts to integrate regional hazard mitigation plans or regional transportation plans and the CEDS. Resources on CEDS integration with other planning processes can be found at the EDA [Aligning Plans and Resources](#) website page.

### Communication/Base Point-of-Contact

Communication between local communities and military installations is a vital piece of local defense community cooperation. Whether this communication is through more formal channels like base leadership participating in CEDS, hazard mitigation, JLUS, or other planning groups, or less formal channels like base planning staff providing communities with quarterly update meetings, communication is vital to a productive and efficient cooperative relationship.

An important aspect of community-installation communication is simply understanding each other's priorities, processes, and jargon. For civilians, military hierarchy and language can be confusing. A great resource for civilians interacting with the military is the [Best Practices and Guidance for Engaging with Military Installations for Climate Resilience in Defense Communities](#), produced by the [University of Georgia Marine Extension and Georgia Sea Grant](#), in partnership with the [Southeast Regional Partnership for Planning and Sustainability](#) and the REPI program.

While this resource was designed to address climate resilience, it is easily transferable to any community that wants to create or deepen relationships with its local installation.

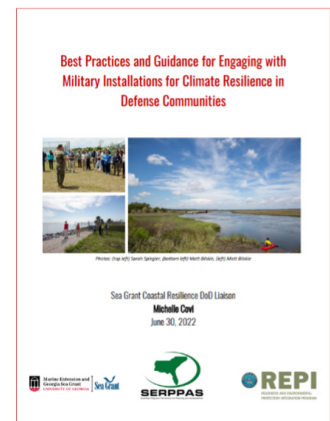
This guide provides a civilian-friendly breakdown of common military installation command structures and terminologies as well as brief overviews of the importance of

military operational readiness. EDDs can use this guide and the recommendations at the end of this report to build relationships with military installations.

EDDs across the country have made significant progress in improving

communication channels with military installation leadership by inviting base planning staff to serve in a military liaison position on the board of directors of the EDD. Although their role is non-voting, military liaison participation in regional planning discussions can enhance regional planning efforts. Essentially functioning as small cities, military installations often manage their own planning and engineering, 911 and emergency management, solid waste, transportation, water, and wastewater systems, just the same as other EDD members. Including their concerns in overall regional coordination can eliminate planning redundancies, and potentially offer solutions all communities will benefit from. Also, because a region's economy is highly dependent on the current and future operation of a military installation it is imperative to include the perspectives and goals of this top economic driver in long-term regional economic development planning.

When considering who from the based should participate in this capacity, keep in mind that base commanders are valuable partners for community collaboration, but base planning staff typically have more longevity in their roles and technical expertise related to the work EDDs do. Having base planning staff serve on an EDD board of directors can help source more creative, efficient project ideas for the EDD and help communicate the bases' needs to EDDs and local member communities.



## Climate Resilience

Coastal communities and inland communities alike are experiencing the economic and social ramifications of climate change. Improving a military installations' resilience to climate change effects, including rising sea levels and more volatile and dangerous weather events, creates wider regional resilience and can complement other mitigation strategies that benefit communities around the installation. Additionally, improving an installation's resilience presents wider economic benefits to local communities as the installation will be able to maintain mission sustainability and operational capacity in the face of changing climates and local environmental conditions. Maintaining at a minimum, or better yet, expanding operational capacities, makes installations more competitive when funding decisions are made. If there are extenuating environmental circumstances making an installation site less attractive or useful, DoD leadership would have reason to question to long-term sustainability and usefulness of the site.

OLDCC has made commitments to this issue area in recent years by introducing the [Installation Resilience](#) planning framework. OLDCC designed this model for regions to "identify man-made or natural threats across the community that are likely to impair the continued operational utility of local military installations, and then plan and carry out responses to enhance infrastructure and other resilience measures."

Military installations can be valuable partners in climate resilience and hazard mitigation strategies and implementation, bringing both planning constructs and funds to help address regional infrastructure needs and challenges around military installations. OLDCC prioritizes a "one community" model: the local civilian jurisdictions and accompanying military installation acting as one team when creating climate resilience strategies. Through the REPI process, regions can identify infrastructure

resilience and hazard mitigation measures in this regional collaborative model. When projects are synergistic with military installation needs, the benefits can be spread out amongst a region's member communities and don't stop at the boundaries of the military installations. Regions should see military installations as valuable partners in leveraging [National Oceanic and Atmospheric Administration](#) climate resilience and hazard mitigation funds to address regional infrastructure needs and challenges around military installations.

Additionally, military installation labor sheds typically span several jurisdictional boundaries. EDDs can effectively represent the combined interests of the workforce of multiple stakeholder communities and counties. Presenting community and military installation leadership priorities together with a clear, unified voice will enable more efficient planning and provide strong justification for funding and policy requests.

To best support these installations as primary community and economic development drivers, several EDDs around the country have established planning relationships with their local military installations. This planning relationship can take many forms across a wide spectrum of topic areas relevant to EDDs.

In the next section, this report will explore best practices and examples of excellent coordination and collaboration between EDDs and military installations including: transportation, climate resilience and conservation planning, and administrative contracting.



## The Nexus of Transportation and Military Readiness



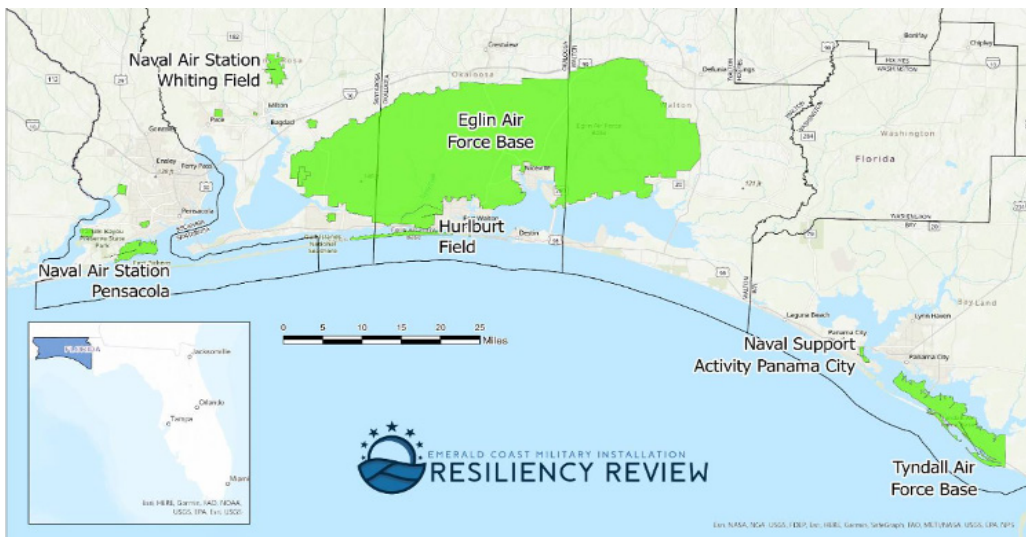
*Naval Air Station Pensacola from the air.  
Source: Kevin King*

[Emerald Coast Regional Council \(ECRC\)](#) serves a region of seven counties in the Florida Panhandle. The main economic and population centers for the region include Pensacola, Panama City, and Fort Walton Beach/Destin along the Florida Gulf Coast with a massive seasonal beach and recreation tourism industry. Along with the tourism industry, the region is home to a large military presence, including Naval Air Station Pensacola, home to the famous Blue Angels precision-flying team, Eglin Air Force Base, Hurlburt Field, Tyndall Air Force Base, Naval Support Activity Panama City, and Naval Air Station Whiting Field.

In a region facing the brunt of increasingly heavy rain events, flooding, and rising sea levels at the bases and airfields spread across their coastal communities, ECRC has stepped up to lead transportation and climate resilience planning services for its communities and military installation partners. ECRC secured an OLDCC planning grant to conduct the region's first Military Installation Resiliency Review (MIRR), with the required local match provided by the Florida Defense Support Task Force. ECRC had built a strong relationship with local installations and member communities through transportation planning and other regional planning work, making ECRC a natural fit for this MIRR project.

Operating three Transportation Planning Organizations (TPOs) in the region ([Bay County TPO](#), [Florida-Alabama TPO](#), and [Okaloosa-Walton TPO](#)), ECRC has established itself as the leading voice and clearinghouse for transportation project planning and development.

Centered on each of the three main population centers in the region, these TPOs develop [Long-Range Transportation Plans \(L RTPs\)](#) for member communities to maintain Federal Transit Authority eligibility for community-identified projects.

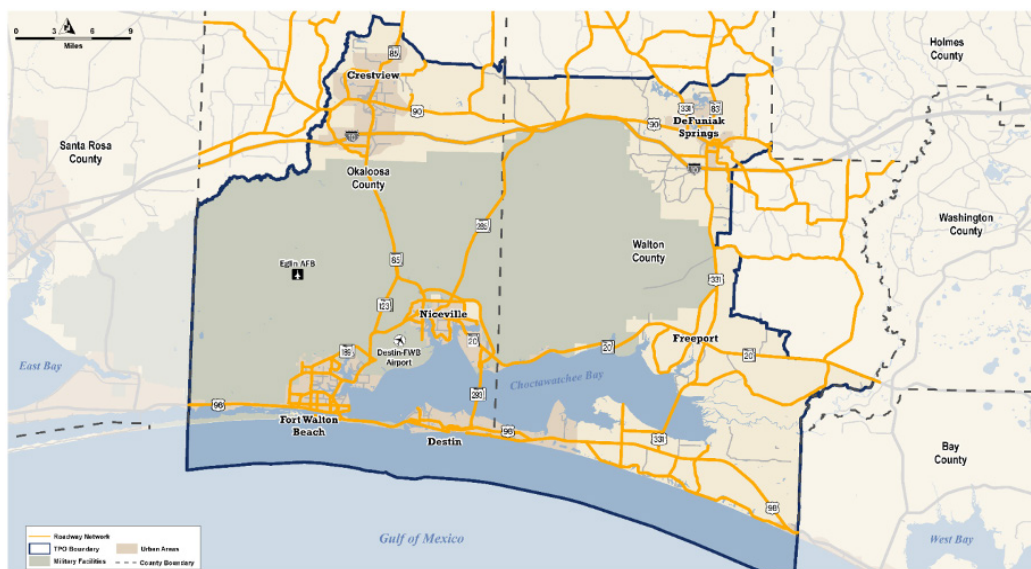


Naturally, the military installations throughout the region present challenges and opportunity areas for growth for these large-scale transportation planning processes. As this is a coastal region, there are significant natural and manmade factors inhibiting transportation flow and efficiency. Traffic choke points in the region are common at bridges over the Choctawhatchee Bay, State Highway 98 (the only East-West corridor in the southern parts of the region), and around the military installations, where there is little to no room for new local road network development or expansion. These traffic choke points are exacerbated by the growing population in the region and the seasonal tourism influxes that bring millions of visitors to the region every spring and summer.

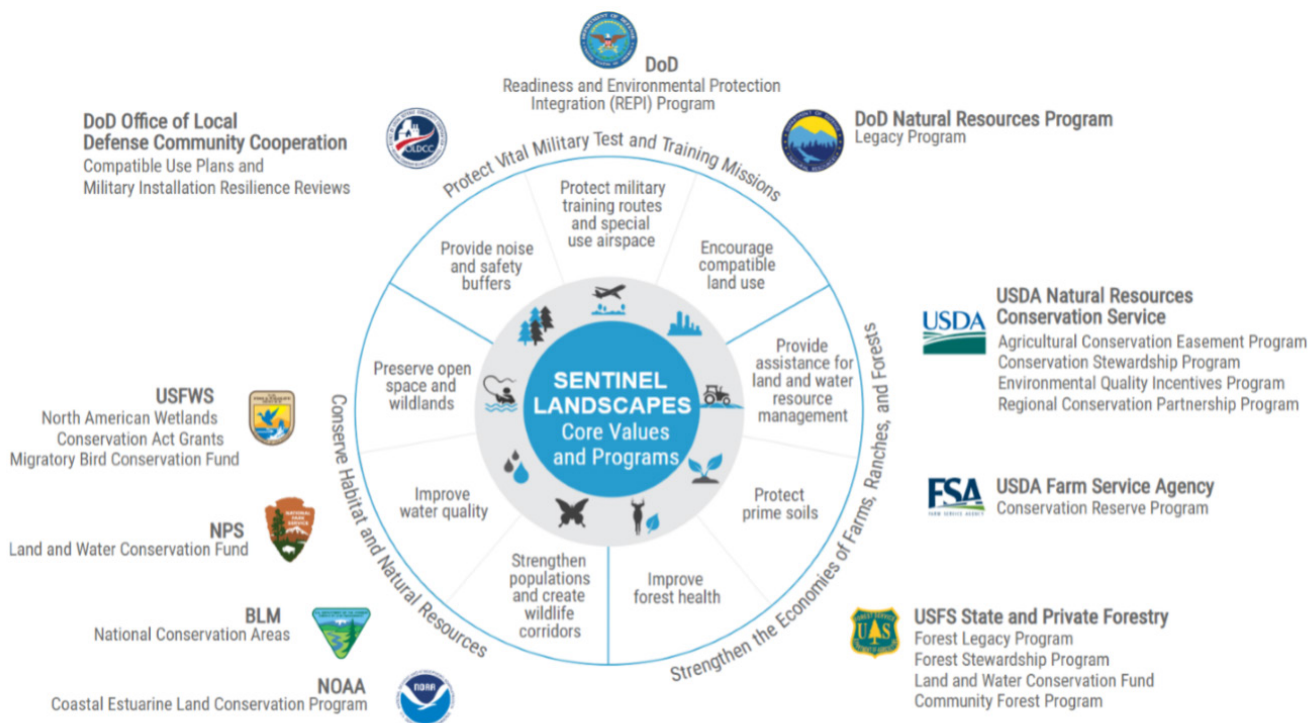
ECRC has worked with local community partners to create a more resilient transportation system in the region that is less affected by the seasonal tourism influxes, flooding events, hurricanes, or sea level rise. Since many civilian and military staff regularly commute to the installations in single-occupancy personal vehicles, a resilient local and regional transportation system is the backbone for military operational readiness. Military installations typically reduce the number

of entry and exit points to maintain operational security. These daily commuters are then squeezed onto arterial roads leading to one of these few entrance gates. The resulting backups and disordered traffic flows are a daily nuisance for the surrounding community and are compounded when large-scale flooding events or annual hurricanes wash out one of these main arterial access roads.

ECRC and its TPO staff have worked creatively with local communities to reduce single-occupancy vehicle (SOV) commuter trips to and from the installations. Solutions have included secured Park-and-Ride alternatives for installation staff and promoting the development of off-base Sensitive Compartmented Information Facilities (SCIF) for more operationally secure remote working opportunities for installation staff. ECRC and its member communities are continuously working with their local installations to ease traffic problems and provide SOV-alternatives. Additionally, ECRC staff expect that the MIRR planning process will help in identifying additional mitigation measures for the region and advance regional cooperation on this transportation issue.



*The above roadway network map from Okaloosa-Walton TPO shows how these installations are at risk from hazard-induced transportation issues (pictured in gray).*



*Source: U.S. Department of Defense, U.S. Department of Agriculture, and the U.S. Department of the Interior Joint Sentinel Landscape Program: Federal Programs Active in the Sentinel Landscape*

### Climate Resilience Along the Lowcountry Coast

Coastal preservation and climate change hazard mitigation are a present reality in South Carolina. Every day South Carolinians are seeing receding coast lines, the loss of biodiversity and natural habitat and resources through flooding and storm surges, and reoccurring property destruction due to climate change. In 2023, South Carolina governor Henry McMaster allocated an [unprecedented \\$200 million in state funds](#) to support climate resilience projects on the South Carolina Atlantic coast.

[Lowcountry Council of Governments \(LCOG\)](#) in partnership with state partners and member cities and counties in southeastern South Carolina, is on the front lines in the fight against rising sea levels. LCOG has acted as the regional voice for climate resilience, working with local partners to address issues that affect military readiness and future operational capacity. For their local military installations, which include Marine Corps Air Station

Beaufort and Marine Corps Recruit Depot, Parris Island, climate resilience is a national security threat. In partnership with these local installations and OLDCC, LCOG has completed a [JLUS](#) and [MIRR](#), both of which identified rising sea levels as one of the most pressing issues threatening the continued operation of bases in their region.

Through a regional effort led by the [Beaufort Open Land Trust](#) and the [Pew Charitable Trust](#), LCOG has worked with other state and local partners to help designate parts of the region as the [South Carolina Lowcountry Sentinel Landscape](#). Regional collaboration on this project is meant “to work on protecting ecologically significant areas, drinking water supplies, and working farmlands, all with the goal of maintaining long-term military readiness and climate resilience across the landscape.” Further conservation of these sensitive areas not only provides the expected environmental benefits, but also gives the military installation another resource in its toolkit when it comes to operational capacity.

## What are Sentinel Landscapes?

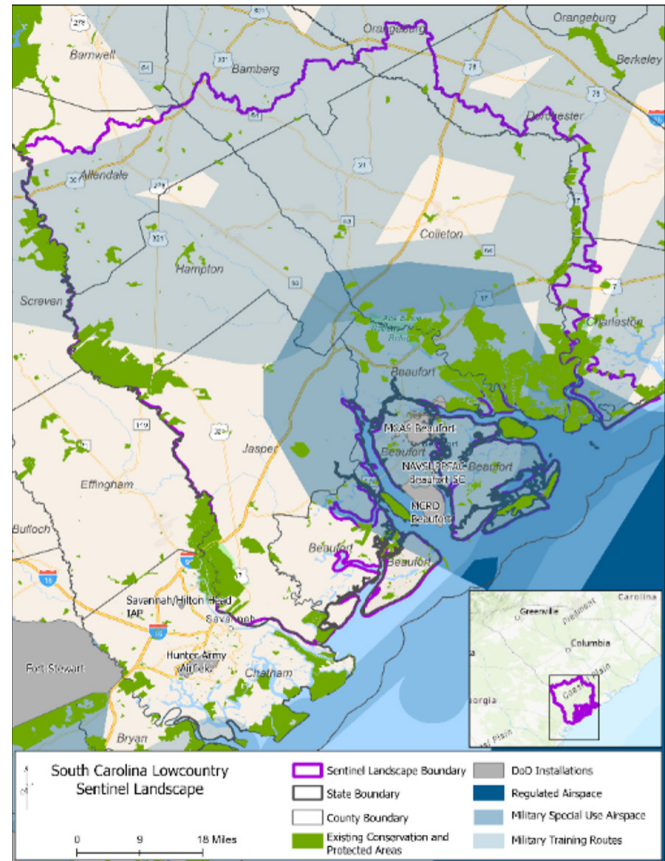
[Sentinel Landscapes](#) are a joint effort between the U.S. Department of the Interior, U.S. Department of Defense, and the U.S. Department of Agriculture to “collaborate for greater impact in locations where significant agricultural and natural resources, species habitat, and military training needs intersect.” Additionally, the Sentinel Landscape program aims to help installations meet climate resilience and mission sustainability goals on base. Installations can work with local communities and state and federal land management and environmental protection agencies to see how Sentinel Landscapes can be added to sensitive environmental areas around military installations.

To manage these growing threats, LCOG, in partnership with Marine Corps Recruit Depot, Parris Island and funded through OLDCC’s [Military Installation Resilience Review](#) program, is working on a project to identify measures for coastal restoration and mitigate potential climate impacts from rising sea levels. Directly outside of the footprint of this OLDCC funded project, the [South Carolina Coastal Conservation League \(SCCCL\)](#) is working with the [South Carolina Department of Natural Resources](#), the [Sustainability Institute](#), and the [Pew Charitable Trust](#) to install natural shoreline features like recycled oyster shells that encourage natural oyster reef development and Spartina grass that restores salt marshes.

The restored natural habitat covers only 3.1 acres of land but is expected to help protect over 390 acres of land in the region from storm water surges and flooding. The expected final recommendations from the LCOG and OLDCC supported planning project will be installation of natural shoreline measures like the oyster reefs and Spartina grass, in coordination with the project currently underway by the SCCCL.

Complex issues require visionary solutions that span the jurisdiction and funding frameworks of multiple partners. This Lowcountry example

shows how partners from each of the federal, state, and local government levels can coordinate positive solutions in their communities with non-profit and private funders and planners.



*The South Carolina Lowcountry Sentinel Landscape represents conservation efforts for targeted, sensitive wetland areas centered on the military installation concentration in southeastern South Carolina.*

*Source: U.S. Department of Defense, U.S. Department of Agriculture, and the U.S. Department of the Interior Joint Sentinel Landscape Program: South Carolina Lowcountry Sentinel Landscape*

## Administrative Integration for a Stronger Region



*Alamo Area Council of Governments Executive Director Diane Rath (left) and Brigadier General Laura Lenderman (right), commander, 502nd Air Base Wing and Joint Base San Antonio signing the Intergovernmental Support Agreement in 2019.*

*Source: Joint Base San Antonio, U.S. Department of Defense, AACOG: JBASA sign blanket intergovernmental support agreement.*

Across the country, EDDs are finding creative ways to provide administrative support to local military installations. Since EDD staff are well-versed in [Office of Management and Budget](#) guidelines, government purchasing and contracting requirements, construction project management, and financial management, they can help decrease project costs and increase efficiency on military installations. Examples of EDD collaborative efforts with military installations include:

- Inviting military installation representatives to serve in non-voting or ex officio roles on their boards of directors.
- Taking on program administrative contracts in partnership with local government members.
- Developing [Intergovernmental Support Agreements \(IGSA\)](#) to cement these cost-saving relationships.

In South Central Texas, [Alamo Area Council of Governments \(AACOG\)](#) works hand-in-

hand with its local military installation Joint Base San Antonio (JBSA). JBSA consists of eleven locations, with four major installations in the San Antonio metropolitan area: U.S. Army's Fort Sam Houston and Camp Bullis, and U.S. Air Force's Randolph Air Force Base and Lackland Air Force Base. JBSA is the largest domestic DoD installation. With 88,000 on-base personnel across 11 installations, JBSA interacts with 9% of the San Antonio metropolitan area population in some form every day. With a \$41 billion annual economic impact on the region and a Plant Replacement Value of \$10.3 billion, JBSA represents one-third of the region's economic output.

Recognizing the value of JBSA to the regional economy, AACOG staff have worked with member cities and counties to support operational capacity and readiness at the base. This relationship was formalized in 2019 with the [signing of a blanket IGSA between JBASA and AACOG](#) that allows for the addition of new categories of services as needs are identified on-base. AACOG and member agencies provide a variety of projects and services, saving JBASA both cost and time on administrative tasks. These efforts also often provide intangible military mission benefits, such as promoting [Safety of Flight](#) at Randolph AFB. AACOG's support saves the Air Force several hundred thousand dollars annually, makes JBASA more competitive for mission growth, and produces non-tax revenue for local government.

The [Association of Defense Communities \(ADC\)](#) describes IGSA as contracts that authorize military installations to enter into formal agreements with a local government entity "for the provision, receipt, or sharing of installation and community support services." In a sample of eight IGSA, ADC found that these eight agreements alone created at least \$9 million in annual cost-savings for local military installations.

## How do IGSAs work?

### Alamo Area COG Overview

- Restricted to a \$15 million cap on JBSA spending over the term of the 10-year agreement.
- JBSA can add new services under ‘categories’ after conducting Best Interest Analysis and Determination.
- 502 CONS (operating command squadron at JBSA) issues ‘Task Orders’ with collaboratively developed Performance Work Statements (Scopes of Work).
- A working group meets periodically to identify and discuss new category candidates.
- AACOG provides Administrative, Financial, and Quality Assurance Oversight.

AACOG is the only governmental entity that fully encompasses all 11 JBSA locations across the region, which makes it the natural choice for a blanket IGSA. Using the collective purchasing network of each member city and county at AACOG, this relationship presents tremendous cost-savings and efficiency for JBSA and further integrates base operations with the planning and administrative capacities at AACOG. Integrating these services gives staff at AACOG key insights on JBSAs future



*Joint Base San Antonio-Randolph Administration Building*

and existing needs.

Since signing the IGSA, AACOG has grown its role as the regional leader and voice for economic and community development in several areas.

AACOG has achieved a wide variety of accomplishments under this blanket IGSA, including:

- Conducted an abandoned housing/blight demolition program to clear Airport Clear Zones of potential hazards at Randolph Air Force Base.
- Created a Wounded Warrior shuttle program for disabled veterans that provides transportation at Fort Sam Houston.
- Provides emergency medical services at Randolph.
- Coordinated elevator servicing contracts.

Each year these IGSA services provide an estimated 8% to 42% cost savings over traditional military contracting for JBSA.

As of 2023, ADC has identified [170 IGSA](#)s across the country. Ranging from bulk purchasing agreements to service administration to on-base maintenance or refuse collection, most IGSAs are agreements between installations and individual cities or counties for an identified cost-savings measure on base. Other examples of IGSAs between military installations and EDDs include Northern Virginia Regional Commissions’ work with several installations across its region like Marine Corps Base Quantico, Fort Belvoir, and Joint Base Meyer-Henderson Hall. Capitol Region Council of Governments in Connecticut provides procurement and contracting services for Naval Submarine Base New London. Along with AACOG’s blanket IGSA and Bulk Purchasing of Commodities IGSA, these are the only agreements between military

installations and EDDs or regional development organizations that have been identified by ADC.

As conveners of regional networks of cities and counties, EDDs are natural partners for IGSAAs. Partnering with the entire purchasing network of EDD members, instead of finding one contracting city or county to coordinate with, presents cost-savings for more financially and operationally efficient military installations.

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### Ways Forward

These examples demonstrate that regional coordination with military installations benefits communities and can create stronger regional economic and climate resilience. EDDs are the ideal organization well-positioned to help member communities establish or grow this collaborative relationship.

EDDs should build and coordinate collaborative infrastructure and planning projects that support installation resilience, operational capacities, and mission sustainability, whether they are on-base or in surrounding communities. Projects that contribute to the function of a military installation generate broader regional effects that spread throughout a regional economy.

In writing this report, NADO Research Foundation staff have found several examples of EDD and local military installation collaboration, ranging from little to no communication between EDDs and base staff to EDDs playing a large role in on-base function and off-base community collaboration and consensus building. Recognizing the diversity in relationships between EDDs and their local installations, the following chart has been developed to help guide EDDs as they build and grow collaborative planning relationships. These recommended actions are split between EDDs that have no relationship, low levels of existing coordination, and high levels of existing coordination with their local installations.

Relationship Level	Recommendations for EDDs
<p><b>No Coordination</b></p>	<ul style="list-style-type: none"> <li>□ Identify and establish contact with relevant on-base staff members:               <ul style="list-style-type: none"> <li>» <b>Base Commander</b></li> <li>» <b>Air Force:</b> Community Planner</li> <li>» <b>Army:</b> Army Compatible Use Buffer Manager</li> <li>» <b>Navy/Marine Corps:</b> Community Plans and Liaison Officer</li> <li>» <b>Director of Public Works</b></li> <li>» <b>Base Planner</b> <ul style="list-style-type: none"> <li>• (Some of these roles may have different titles depending on the service operating the installation. Additionally, some of these roles may be held by military or civilian personnel.)</li> </ul> </li> </ul> </li> <li>□ Research and identify communities within the region that are most dependent on military installations and how these dependencies affect their local economies.</li> <li>□ Locate and review the local installation’s planning efforts including its most recent Joint Land Use Study (JLUS), Compatible Use Studies, and Military Installation Resilience Review.</li> <li>□ Review existing CEDS, hazard mitigation, transportation, RLF program, and community development plans that may intersect with stated goals from existing military planning.</li> <li>□ Work with local economic development stakeholders and community leaders to form an installation support group that meets regularly to discuss issues affecting mission sustainability of the installation.</li> <li>□ <a href="#">Contact staff at OLDCC</a> or the <a href="#">REPI program</a> for further guidance on collaboration and planning.</li> </ul>
<p><b>Low Coordination</b></p>	<ul style="list-style-type: none"> <li>□ Identify gaps in existing military planning based on OLDCC planning recommendations.</li> <li>□ Invite base staff to serve on EDD board of directors in an ex officio or non-voting role.</li> <li>□ Invite base staff to review EDD planning material for alignment and coordination opportunities.</li> <li>□ Review OLDCC <a href="#">grant and program opportunities</a> that may be beneficial for the local military installation and its’ supporting communities.</li> <li>□ Work with local communities and installations to apply for OLDCC grant opportunities for mutually identified and beneficial projects.</li> </ul>
<p><b>High Coordination</b></p>	<ul style="list-style-type: none"> <li>□ Establish Intergovernmental Support Agreements (IGSA) between EDDs (or member communities) and local military installations to present cost-savings and efficiencies of scale for military purchasing.</li> <li>□ Conduct economic impact studies of local military installations and their contributions to local economies.</li> <li>□ Invite base staff to contribute to regional planning opportunities like the CEDS Strategy Committee and hazard mitigation or transportation planning groups.</li> <li>□ Conduct annual reviews of community dependencies on military installation economic activity.</li> </ul>



## Additional Resources

Resource	Description
<a href="#">Association of Defense Communities – Knowledge Online</a>	The Association of Defense Communities is a membership organization of cities, counties, nonprofits, and EDDs that work to support communities with military installations.  ADC is one of the leading networks of defense communities and has a wide-ranging library of resources for these communities.
<a href="#">OLDCC Program Overview Resources</a>	OLDCC programming runs across the spectrum of issues facing local communities and military installations. More information can be found at this link for the multiple funding and planning opportunities through OLDCC.
<a href="#">Readiness and Environmental Protection Integration (REPI) Program</a>	REPI operates a grant making program that can aid in compatible land use projects surrounding military installations, aid in military installation resilience projects, and contribute to environmentally sustainable projects related to military installations. REPI funds can be used as non-federal match for any federal resilience or conservation program.
<a href="#">REPI Program Resilience Project Funding Guide</a>	REPI releases this publication to help military installations and communities identify potential funding opportunities for projects focused on installation resilience. Key info in this guide includes a funding opportunity calendar, application requirements, funding program timelines, and eligibility information.
<a href="#">CEDS and Hazard Mitigation Planning Alignment Guide</a>	Created in partnership between EDA and FEMA, this guide gives regions a guide for plan integration at the local level. Principles in this guide can be easily transferred to the military planning realm with integration of existing regional planning documents and military planning documents like the JLUS or MIRR.
<a href="#">CEDS Content Guidelines – Climate Resilience</a>	EDA provides the CEDS Content Guidelines which have recently been updated to include specific recommendations planners can use to assess the impacts of climate change on local economies and ways EDDs can move their regions forward with climate resilience mitigation strategies.
<a href="#">Defense Communities Infrastructure Pilot Program</a>	OLDCC's flagship grant making program for infrastructure needs that can be collaboratively addressed between communities and their local military installation.
<a href="#">DoD Climate Assessment Tool</a>	DoD's secure, CAC-enabled, climate resilience tool that installations can use to better respond to climate change effects on installations. DCAT uses historic data and projections to identify leading risks to installations.
<a href="#">National Fish and Wildlife Foundation</a>	The National Fish and Wildlife Foundation provides funding on a competitive basis to projects that sustain, restore and enhance our nation's fish, wildlife and plants, and their habitats.  NFWF funds can be used in coordination with military installations to ensure compatible land uses surrounding bases.
<a href="#">NFWF Coastal Resilience Evaluation and Siting Tool (CREST)</a>	The CREST Tool gives planners a wide array of evaluation tools so that they can make informed decisions on coastal restoration and resilience projects.
<a href="#">NOAA Climate Resilience Regional Challenge</a>	NOAA's most recent grant making program that aims to support projects related to coastal community resilience and mitigation of the effects of climate change.
<a href="#">NOAA Climate Resilience Toolkit</a>	500+ online and interactive tools for data collection on climate resilience. Information can be broken down to the local level and provides guidance for every region in the U.S. on specific environmental hazards from climate change.