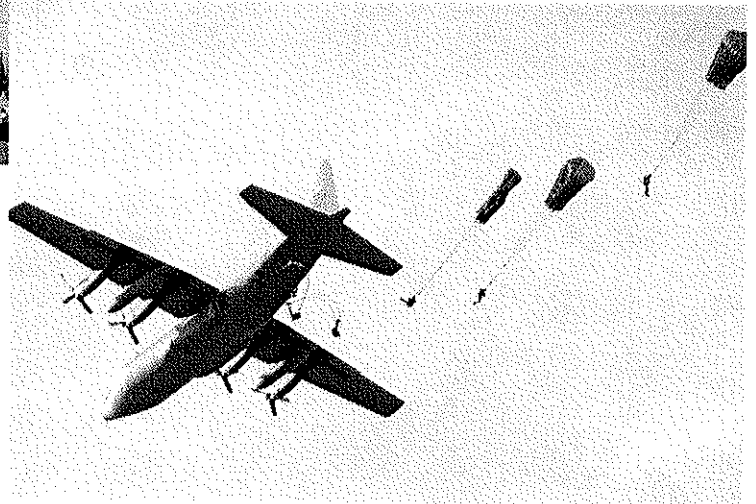
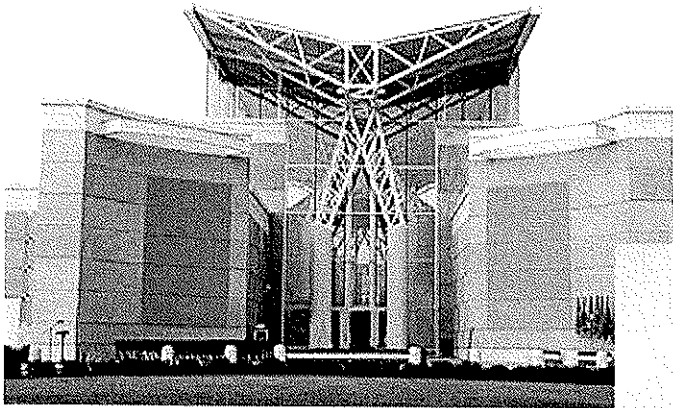


**Business Case Analysis for Selection of a Municipal Services
Partnership Candidate Installation
July 2008**

**Municipal Services Partnerships
Business Case Analysis**

**To Select the Next Municipal Services
Partnership
Installation/Community
Between
Fort Bragg, NC or
Fort Campbell, KY**



**and their
Neighboring
Communities**

**Business Case Analysis for Selection of a Municipal Services
Partnership Candidate Installation
July 2008**

Executive Summary

This business case analysis examines which of two installations, either Fort Bragg, North Carolina or Fort Campbell, Kentucky, should be selected for inclusion in the Army's Municipal Services Partnership program. This program, authorized by special legislation, allows an Army installation to procure certain identified municipal services from the neighboring local governments. Where successful, it fosters improved relations between an Army installation and the neighboring communities and offers both entities an opportunity to better support each other.

Past experience developing Municipal Services Partnerships (MSPs) between Army installations and the local governments in Monterey, California; Sierra Vista, Arizona; and Augusta, Georgia, have identified certain essential "ingredients" that are necessary for a successful municipal partnership.

1. Excess capacity possessed by the municipality in a service needed by the local installation.
2. Close proximity between the municipality and the installation.
3. Wage rates being paid by the municipality compatible with the Service Contract Act and Davis Bacon Act wage requirements, as applicable.
4. Little, if any opposition from labor unions currently providing needed services to the installation.
5. Compatible work management IT systems possessed by the municipality that allow for easy confirmation by the installation that they are, in fact, receiving the services paid for
6. The performance and quality standards and level of performance of the municipality must meet installation needs. This is necessary so that the Army does not subsidize improving municipality capability at Army expense.
7. Enthusiasm on the part of both the municipality and the installation to work together to mutually gain from such a partnership.

Both Fort Bragg and Fort Campbell and their neighboring local government/s were visited in July of this year to gather the data necessary to perform the analysis. During the visits key personnel at both the installation and neighboring governments were interviewed to obtain the needed data and to solicit their views on the efficacy of entering into an MSP.

The data gathered during these visits (and subsequently by follow up contact by telephone and email) were analyzed to determine what are the best alternatives available to each installation for obtaining the examined services (i.e., providing with "in house" personnel; obtain by competitive commercial contract, or utilize the legislation to obtain the service from the local government), and what are the costs and current level of service being incurred by each alternative method?

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Performance risk was also analyzed. That is, the risk as to whether the municipality can perform the service at all; and the risk of performance to an adequate standard were considered.

Both Fort Bragg and Fort Campbell and their surrounding communities were found to have most of the ingredients necessary for a successful Municipal Services Partnership. That is, wage rate structures that are compatible (or exempt from) the wage requirements of the Service Contract Act; compatible work management systems; close proximity between the installation and the community; and excess capacity in certain of the authorized services. The garrison staff at Fort Bragg, as well as the staffs of the City of Fayetteville and Cumberland County expressed considerable enthusiasm for the possibility of being selected and authorized to enter into an MSP. Although the garrison staff at Fort Campbell expressed a willingness to pursue the possibility of entering into an MSP with one or more of the local communities, if an opportunity appeared viable, they did not believe any opportunities were “ripe” at this time.

It appears from the information gathered from both installations and their neighboring communities that the number and the scope of possible MSP services are significantly greater at Fort Bragg than at Fort Campbell. (See also, Comparison Table below). It is recommended, therefore, that Fort Bragg be selected for inclusion into the Army’s Municipal Services Partnership program.

Because of the potential size of the opportunity, coupled with the enthusiasm shown by both the installation and its surrounding communities for participation in the MSP program, it is anticipated that an MSP contract agreement can be rapidly negotiated and executed.

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Comparison of Fort Bragg/Fort Campbell MSP Suitability

FORT BRAGG						
Service Area	Need Expressed	Current Cost to Provide	City/County Capability	City/ County Price	Metrics	Status
Refuse Collection & Disposal	Yes	\$4,090,400	Yes -Fayetteville has the interest and capability to perform these services	Negotiable depending on scope of refuse service provided	Price and Performance	
Library Services	Yes	\$710,300	Yes -The County has an excellent library whose services can easily be extended to the Post	Negotiable depending on library service provided	Price and Performance	
Recreation	Yes	UFM Reimbursable	Yes - Fayetteville has the interest and capability to perform these services	Negotiable depending on recreation service provided	Price and Performance	
Facilities Maint. & Repair	No	Unavailable	No - Lack of municipal capability	N/A	N/A	
Utilities	No	Electric \$22,667,000 Waste/Water \$7,009,200 Water \$9,590,300	No - All installation utilities are privatized	N/A	N/A	
FORT CAMPBELL						
Service Area	Need Expressed	Current Cost to Provide	City/County Capability	City/ County Price	Metrics	Status
Refuse Collection & Disposal	Maybe	\$3,017,000	Bi-County has the interest and capabilities to provide these services	Negotiable with Bi-County	Price and performance	
Library Services	No	\$891,300	No - Installation has a superior library	N/A	N/A	
Recreation	No	\$4,092,200	No - Installation has a superior recreation	N/A	N/A	

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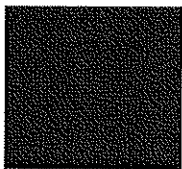
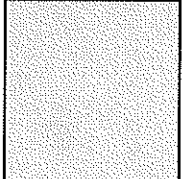
Facilities Maint. & Repair	No	Unavailable	program No - Lack of local capability	N/a	N/A	
Utilities	Maybe	Electric \$18,432,200 W/W \$6,370,700 Water \$2,298,400	Local providers have the interest and capability	Negotiable with Providers	Price and Performance	

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IV. Conclusions and Recommendations

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**Business Case Analysis for Selection of a Municipal Services
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I. Introduction

This business case analysis examines which of two installations, either Fort Bragg, North Carolina or Fort Campbell, Kentucky, should be selected for inclusion in the Army's Municipal Services Partnership program. This program, authorized by special legislation, allows an Army installation to procure certain identified municipal services from the neighboring local governments. Where successful, it fosters improved relations between an Army installation and the neighboring community and offers both entities an opportunity to better support each other.

Background

Section 325 of Public Law 108-375 (the FY 2005 National Defense Authorization Act) authorized the Army to enter into Municipal Partnership Agreements between up to two Army installation and their neighboring county or municipal governments to procure one or more of six specified municipal services (refuse collection, refuse disposal, library services, recreation services, facilities maintenance and repair and utilities). The Army subsequently used this legislative authority to enable Fort Gordon to procure water and waste water commodity services from the neighboring city of Augusta, Georgia and to enable Fort Huachuca to close its on-post general library after procuring library services from the neighboring city of Sierra Vista, Arizona.¹

The 2008 National Defense Authorization Act extended this authority to all three military services and allowed Municipal Service Partnerships (MSPs) at up to three installations for each branch of the military. In response to this new authority, feasibility studies were conducted at eight installations and their neighboring local governments (Carlisle Barracks and Carlisle, PA; Fort Eustis and Newport News, VA; Fort Benning and Columbus, GA; Fort Jackson and Columbia, SC; Redstone Arsenal and the cities of Huntsville and Madison, AL; Fort Lewis and Tacoma, WA; Fort Bragg and Cumberland County/City of Fayetteville, NC; and Fort Campbell and Montgomery County/Cities of Hopkinsville, Kentucky and Clarksville, Tennessee to select the next best candidate installation for inclusion in the Army's MSP program.

The results of these eight feasibility studies clearly pointed to Fort Bragg and Fort Campbell as the two installations that offered the greatest likelihood for achieving a successful Municipal Services Partnership. As a consequence, it was decided that a more rigorous Business Case Analysis should be prepared to identify which of these installations represents the best value candidate for inclusion in the Army's Municipal Services Partnership program.

¹ Previously, under separate legislation, the Army installation at the Presidio of Monterey entered into a facilities support contract with the City of Monterey. This earlier pilot partnership continues to be a successful venture for both parties.

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This Business Case Analysis (BCA) is intended to guide Army decision makers in selecting either Fort Bragg or Fort Campbell as the candidate installation that offers the best value to the Army in terms of cost reductions and improved efficiencies of facilities operations.

II. Methods and Assumptions Used in Performing the BCA

Past experience developing Municipal Services Partnerships (MSPs) between Army installations and the local governments in Monterey, California; Sierra Vista, Arizona; and Augusta, Georgia, have identified certain essential “ingredients” that are necessary for a successful municipal partnership.

1. Excess capacity possessed by the municipality in a service needed by the local installation.
2. Close proximity between the municipality and the installation.
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7. Enthusiasm on the part of both the municipality and the installation to work together to mutually gain from such a partnership.

Data Gathering, Analysis and Risk Assessment

Both Fort Bragg and Fort Campbell and their neighboring local governments were visited in July of this year to gather the data necessary to perform the analysis. During the visits key personnel at both the installation and neighboring governments were interviewed to obtain the needed data and to solicit their views on the efficacy of entering into an MSP.

The data gathered during these visits (and subsequently by follow up contact by telephone and email) were analyzed to determine what are the best alternatives available to each installation for obtaining the examined services (i.e., providing with “in house” personnel; obtain by competitive commercial contract, or utilize the legislation to obtain the service from the local government), and what are the costs and current level of service being incurred by each alternative method?

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Performance risk was also analyzed. That is, the risk as to whether the municipality can perform the service at all; and the risk of performance to an adequate standard were considered.

III. Fort Campbell Information Gathered

Fort Campbell, Kentucky and its surrounding communities of Montgomery County and the Cities of Clarksville, Tennessee, and Hopkinsville, Kentucky, were visited on July 9 and 10, 2008 to interview cognizant personnel and gather the information necessary to prepare a Business Case Analysis. A total of seventeen personnel, including representatives from DASA, I&E (PP), and a representative from IMCOM SE Region, attended the initial plenary discussion. Follow-on meetings were also held with the DPW and MWR staff to gather specific details. Additional meetings were held with the local communities on 10 July. A conference call was conducted with Montgomery County on July 17, 2008. Table 1, below, contains a list of personnel who provided information during this visit.

Table 1 Personnel Interviewed

Fort Campbell			
Name	Position	Phone	Email
COL Frederick Swope	Garrison Commander	270 798 9921	Frederick.swope@us.army.mil
Ted Purdom	Outgoing DGC	270 798 9921	Ted.purdom@us.army.mil
Jim Duttweiler	Acting DGC	270 798 9700	James.duttweiler@us.arm.mil
James Halford	Dir, PAIO	270 798 3746	James.halford@us.army.mil
Greg Smith	Mgmt Lead PAIO	270 798 2371	Greg.smith1@us.army.mil
Randy Campbell	Plans Lead, PAIO	270 798 9512	Randal.campbell@us.amry.mil
Joyce Lael	Mgmt Analyst PAIO	270 798 9085	Joyce.lael@us.army.mil
Helen Zachrey	Strat Plan PAIO	270 798 7676	Helen.zachry@us.army.mil
Larry Martin	DPW	270 956 1801	Larry.w.martin@us.army.mil
Mike Davis	DPW Envir	270 798 9767	Mike.davis@us.army.mil
Van Stokes	DFMWR	270 798 5579	Van.stokes@us.army.mil

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Debra Averitt	DPW Utilities	270 798 9704	Debra.averitt@us.army.mil
Audie Hardin	Ch DPW Maintenance Div	270 798 7082	Audie.r.hardin@us.army.mil
Bob Vail	Dir MWR	270 798 9953	Robert.vail1@us.army.mil
Jim Moore	Ch, Librarian	270 798 1217	James.elliott.moore@us.army.mil
Rodney Davis	PAIO	270 798 5925	Rodney.w.Davis@us.army.mil
Chris Brown	PAIO	270 798 3897	Christopher.j.brown2@us.army.mil
Clarke Howard	DASA I&E P&P	703 614 7761	Clarke.howard@us.army.mil
Jon Hunter	SE Region	404 464 2870	<u>Jonathan.hunter@us.army.mil</u>
Montgomery County			
Edward Davis	Director of Admin	931-648-5787	edavis@montgomerycountyttn.org
Betty Burchett	Dir, Accts & Budgets/IT	931 648 5705	bmburchett@montgomerycountyttn.org
Pete Reed	Director of Bi-County SWMS	931 648 5751	prreed@montgomerycountyttn.org
Rod Streeter	Director of Building & Codes	931 648 5718	restreeter@montgomerycountyttn.org
David Selby	Dir Animal Control	931 648 5750	dmselby@montgomerycountyttn.org
Mike Frost	County Highway Supervisor	931 648 5740	rmfrost@montgomerycountyttn.org
John Bartee	County Extension Director	931 648 5725	jbartee@montgomerycountyttn.org
Steve Lesnak	Dir CMC Public Library	931 648 8826	director@clarksville.org

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City of Clarksville			
Pat Hickey	Utilities	931-645-7400	phickey@clarksville.com
City of Hopkinsville			
Glenn Abee	City Administrative Officer	270 890-0215	gabee@hopkinsvilleky.us
Len Hale	GM, Water Envir Authority	270 887 4240	lhale@hwea-ky.com
Dwight Luton	Water Authority	931 624 3677	Dwight.luton@jamesplus.net
Pennyrile Electric			
Eston Glover	President & CEO	270 886 2555	eglover@precc.com
John Wheeler	Mgr Engineering	270 886-2555	jwheeler@precc.com
Sandy Grogan	270 886- 2555	270 886-2555	sgrogan@precc.com
Hopkinsville Electric			
Austin Carroll	Gen Manager Hopkinsville Electric	270 887-4214	acarroll@hop-electric.com
Richard Shaw	Telecom Manager	270 887-0762	rshaw@hop-electric.com
Angela Gibbs	Comptroller	270 887-4212	agibbs@hop-electric.com
Marshall Kellow	Electric System	270 887-4200	mkellow@hop-electric.com

Fort Campbell Discussions

COL Swope, the Garrison Commander, opened the kick off meeting discussions by stating, "We are open minded, but not optimistic." He based this observation on the fact that the communities around Fort Campbell are smaller than the installation, and one (Oak Grove) wanted to, "...buy services from us." The installation had a working group to investigate what services the communities might provide. He commented that there was, for example, no community library near enough to be of use to potential on-installation patrons. Nevertheless, he said community support is really good, and if an

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MSP opportunity presented itself that was really viable, they would welcome it. The installation has a strong relationship with the mayors and judges, and enjoys healthy community services. The installation would like to see electrical support services. The installation has tried to make this work before. The installation noted that that municipal refuse services in the area are contracted as are the services on-installation.

This installation presents some MSP challenges because of the geographical fact that it is in two states (Kentucky and Tennessee).

The installation provided the following specific information on the MSP legislatively authorized services:

Refuse Collection and Disposal: The installation uses a contractor for refuse removal. Waste is taken to the Bi-County Landfill. Bi-County does not pick up waste but simply operates the landfill. The waste contractor, Red River, picks up solid waste, cardboard (for recycle), and picks up from the Waste Convenience Center (customers drop off waste) on the installation proper. The Residential Communities Initiative (RCI) developer has a different contractor, Waste Industries, for waste pickup in the residential area. There is some curbside pickup of 96-gallon containers, and the contractor does pick up 8.0 cu. yd. dumpsters. The dining facilities' food wastes are picked up 5 times per week. Tenant clients are allowed to use the waste contractor, but are required to fully reimburse the Army. The Convenience Centers are run by MWR, and metals, wood and other recyclables are dropped off, but separation is not required. MWR also picks up office papers. Waste charges by contractor depend on size and frequency of pickups. Landfill tipping fees are broken down into categories, and are priced as a direct pass through, without markup. Only the contractor is permitted to haul waste to the landfill, even from construction and demolition, which is collected by in-house assets.

The Bi-County landfill is on property that is the result of a land swap agreement with Clarksville in 2008. They handle glass, excess wood debris (make mulch), and plastics, among other things. Bundling with other communities could potentially lower tipping fees (Campbell currently accounts for 25% of landfill volume.) A new contract with the trash hauler will start in November 2008, for one year with four option years.

Recreation Services: The installation, in general, focuses on these areas:

- Mission readiness
- Infrastructure support
- Soldier well being

As regards the latter area of focus, the installation MWR provides an extensive menu of services, to include:

- 6 physical fitness centers (MWR says they need more)
- 3 pools (1 indoor; 2 outdoor are antiquated)
- A large and diverse recreation center

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- Multi-craft shop
- Woodshop
- Equipment check-out center
- Auto shop
- Ball fields
- Archery range
- Horse stables

None of the municipalities could either effectively or economically take over this entire program, but selected targets might make sense.

The installation has 2,200 youngsters in youth sports. There is a youth activities center and a teen center. The communities charge more for youth sports than does the installation. There is neither a youth center nor a teen center in Hopkinsville. Clarksville however, does have a nice youth center, but it is at capacity. As regards, coaches, referees, umpires and life guards, many of these off-installation positions, as well as on-installation are filled by off-duty military personnel. So when there is a lack of game officials on-installation, the communities have the same problem. MWR personnel noted that, although the sports complex is owned by Clarksville, private entities (e.g., Youth Soccer Association, Little League, etc.) rent and sponsor the activities, rather than the City.

IMCOM suggested that since Campbell ball fields are rustic, and the installation has underutilized land where a ball field could go, MWR should approach the City about using this land for a ball field through an Enhanced Use Leasing process. There may be some level of complication due to the "two-state" issue. The ball field site is an old hospital site in Kentucky, and it might not be supported by Clarksville, which is in Tennessee.

Facility Maintenance and Repair: Fort Campbell utilizes entirely in-house forces to do all facilities maintenance and repair, to include buildings (HVAC plumbing and carpentry), roads, and grounds. Landscaping and lawn mowing is done by contractor force. The installation's infrastructure consists of:

Facilities

Permanent	1073
Semi Permanent	153
Temporary	282
Modular	161

Roads & Grounds

Paved Roads	325 miles
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Unpaved Roads	295 miles
Paved Parking Lots	4M SY
Unpaved Parking Lots	800k SY

As regards MWR facilities maintenance, DPW does indoor maintenance; mowing and landscaping inside the fence is done by Fort Campbell (balance is a contractor responsibility). In-house cleaning is done by MWR personnel. MWR uses no Borrowed Military Manpower (BMM).

The Installation DPW opined that the local communities were, "...too small to support the installation." However, if any area would work, perhaps it would be paving, although the installation has a major paving contractor that will also do striping and pothole repair. Clarksville also contracts out these services. Street sweeping is an item that a local municipality could support, as the installation has no reliable equipment. When it snows, the installation does snow removal. Snowfall is infrequent, and both cities are too far away to respond to emergencies. Storm drainage is a big problem when it rains, as storm drains are not maintained. Hopkinsville has a separate Storm Water Authority and this might be a fruitful area for partnering.

Utilities: Water and wastewater (W/W) are privatized and are the responsibility of CH2M Hill. Natural gas is privatized and is the responsibility of the City of Clarksville.

DPW personnel are hoping that there is another privatization effort for electrical utility services. Two previous tries have failed for various reasons. The electrical commodity comes from Pennyrile in Hopkinsville and from TVA. Electric service personnel in DPW are thin on resources, able to fund only "...5 personnel on a good day." DPW also mentioned they had trouble recruiting these personnel, as the installation does not pay as well as the municipalities.

Library Service: As previously noted, the Garrison Commander stated that neither City has a library facility close enough to be helpful to an MSP. The Installation Librarian has had several discussions with Clarksville as regards their children's reading program. He noted that the Clarksville facility is short on computers, while the installation library has access to 54 data bases. In addition, the Clarksville library has only one building with one librarian.

The library on-installation is a designated Reference Center for The Southwest Region, and as a Category A (mission essential) facility, it is available at no charge to patrons. It also supports the Army Education Center. Although the installation library is of modest size (13,000 square feet), it houses 77,563 volumes of which 24,000 (31%) are 5 years old or less. The Installation library has 16 librarians and 6 are certified.

The Fort Campbell librarian provided the following information concerning the installation's general library:

a. Is this a viable MSP service? Not viable because of the distance from Fort Campbell to downtown Clarksville. Also, Clarksville Public Library is not funded at the level required by the state of Tennessee.

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b. Service level- what is patron base of the installation library? Fort Campbell Library serves a population of 39,497 military and family members and 4,179 civilian employees. Clarksville has population of 113,175. Total population for Montgomery County is 147,202.

c. How many new volumes have been added in the past 5 years? Added 24,000 in five years or 31% of total collection of 77,563.

d. How many commercial databases are available in the installation library? Installation library has 54 commercial databases. The on-post Sink Library also participates in Question-Point, an interactive 24/7 online reference service available to service members around the world through AKO. Clarksville Public Library provides six commercial databases.

e. What types of media and how many of each are available on-installation in the library? Installation Library media:

DVDs 2,000

VHS 3,000

CDs 2,000

Books on CD 1,200

f. Are the county's library branch location convenient for installation use? No. There is only one library in Montgomery County. The Clarksville Library is 11 miles from Fort Campbell.

g. How many installation programs are offered annually for 1) children and youth and 2) adults?

Installation Library: 112 children's programs and 46 adult programs

h. How does the installation library support deployments? Coordinates distribution of DA book kits, which are boxes containing 25 paperback books each. Books are handed out from the library. Also, staff goes to Campbell Army Airfield to distribute books to all departing troops. In latest deployment 17,550 books weighing approximately 7.02 tons were given out. Library staff participates in Family Fun Fairs and Deployment Fairs each month. Has just established Family Resource Library in the Family Resource Center with materials dealing with deployment, separation, grief, career transition and other major life changes.

Non-authorized Services: Fort Campbell's Director of Logistics (DOL), Mike Bauer, thought that a mass transit service might be of interest on installation because of \$4 per gallon gas, although the service had failed twice in the past due to lack of ridership. Service in the cantonment area would be particularly desirable. Clarksville Transit Authority currently has a bus that comes on installation, mostly to transport civilian employees. Lack of predictability of the economics of providing transportation services is exacerbated by soldier deployment, making transportation a difficult partnership area.

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In large measure, domestic animal control is handled by installation military police. The installation has one veterinarian with a small facility and shelter. He spends significant time on food inspection and also on euthanasia. The installation and the County have already formed a cooperative relationship to handle abandoned animals, the incidence of which increases by 30% when the installation experiences a major deployment. Fortunately, the installation requires that domestic animals be micro chipped.

Local Government Discussions

Pennyrile Rural Electrical Cooperative: Pennyrile is an electric services utility, serving 47,000 customers. They buy all of their power from TVA. They compare favorably with DPW personnel in their service capability:

	Pennyrile	Installation
Miles of distribution line	5000	117
Number of substations	22	4
Number of linemen	14	5

For disaster recovery, they use their own personnel, as well as those from other electric cooperatives (reciprocal agreement) and contractor personnel. They also use specialty contractors for certain equipment items. Pennyrile currently serves 1,200 on-installation RCI units (power and service). These residences are metered.

Pennyrile states they would provide any electric services needed by Fort Campbell, to include constructing, operating, maintaining, or any combination thereof. They have purchased property outside the installation to put in offices and a warehouse. The property is 6 acres near Gate 7. Fort Campbell would have to agree to let them serve the Tennessee areas of the installation. They have an automated work management system from SE Data Cooperative.

Hopkinsville Electric System (HES): HES bid twice on the electric services privatization actions for the installation. They have teamed with another Utility Services Company (James Plus Associates) to submit privatization bids for three other installations. HES believes they could upgrade the service, on installation, as they are efficient in supply and are known for quality of service. They claim to have spent \$100,000 on the two privatization proposals for to the installation.

HES is in the business of providing electrical distribution services, storm water services (which they do for cities), and telecommunications. They also could offer the installation airfield lighting services, security lighting services, and traffic signal maintenance. Their partner in utility services (James Plus Associates) would supply storm water services.

HES could also supply storm recovery services to Ft. Campbell. They maintain that because of geography, the usual east-west storm pattern means the installation and Hopkinsville are not affected at the same time. Also, they could supplement recovery staff with contractor personnel.

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HES buys power from TVA. They do not generate power. They are non-union, but pay union scale, so they feel Davis Bacon Act will not be a problem. They have 22 line operations personnel, but would hire more to staff the installation. They would also use contractors. They compare favorably in capability to installation line staff as follows:

	HES	Installation
Miles of distribution line	225	117
Miles of Transmission 10		0
Number of substations	6	4
Number of linemen	22	5

Having two state operations on the installation is not a problem. The installation investigated this possibility during privatization bids.

HES started telecommunications services 10 years ago by putting in 100 miles of fiber to run their Supervisory Control and Data Acquisition System (SCADA). They have the communications experience to offer to the installation, to include fiber:

- ❖ Maintenance
- ❖ Splicing
- ❖ Customer installation
- ❖ Bandwidth

Hopkinsville Water Environment Authority (HWEA): HWEA bid on water and W/W privatization, does water and sewer services, and are just beginning a natural gas utility. They were a union shop but the union was disbanded 5 years ago. They are interested in providing storm water services to the installation². They contract services with the Surface Water Utility of Hopkinsville, which would do the “hands-on” work, while HWEA would do the engineering, billing, and environmental reports. Hopkinsville has the same Karst topography related storm issues as the installation. That is, the storm water goes into sinkholes and small streams, not to large rivers. Every developer has to provide a storm water management system. Required design basis for these systems is a 100-year storm event. Any plan cannot cause more runoff than existed before the development. HWEA has the equipment to maintain these systems.

The service adds \$3 per month to the bill of the resident. To determine the amount they charge, the utility first calculates the impervious area and divides these into the total area, then divides this result by the total number of residences. This result allows the calculation of cost per residence. Pollution is also an issue. The utility has to report (regulated by EPA) on pollutant discharge and apply a surcharge for placing contaminants in a sinkhole or in a stream.

² Hopkinsville formed a utility to do storm water work.

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HWEA just completed a water pipeline to Lake Barclay that can move 25 million gallons per day. HWEA uses only 10 of these, so they have an excess capacity of 15 million gallons per day. They have water mains near Fort Campbell at Highway 24 and KY highway 117. HWEA can provide raw water or finished water to the installation.

With regard to waste water services, HWEA has two w/w treatment plants. The ones at Hammond Wood have 6 million gallons per day capacity, of which the City uses 2.5-3.0 million gallons. The Oak Grove plant processes 750,000 gallons per day, and the city uses half of this. Excess capacity of these two plants could serve the installation. HWEA questions whether or not the installation can risk continuous dependence on the existing aquifer. They have approached CH2M Hill about supporting them twice, but they say the privatization contractor is not interested because CH2M Hill wants to build their own infrastructure.

Hopkinsville is at the tail end of the Atmos Energy gas system, from which it is difficult to extend service. However, the City is two miles from the gas transmission pipeline that runs from Texas to the Northeast. HWEA is working on the design and construction of a connection to this pipeline, which could include provisions for service (or as an alternative service) to Fort Campbell. They already plan to include the Oak Grove community, which is contiguous to the installation. This could give the installation another provider and therefore, an opportunity to negotiate natural gas price. A public announcement to Atmos Energy concerning these changes is planned in the next couple of months.

City of Hopkinsville: Refuse collection and disposal has spun off into a separate authority called Hopkinsville Solid Waste. The City representative said they may not have the capacity to support the installation by providing these services. Also, trash hauling is a fuel price sensitive industry, and their landfill would be further from installation than the currently provided service.

The Hopkinsville Library does not have capacity to serve Fort Campbell, and it is too far away to be convenient to installation patrons.

The county Morale, Welfare and Recreational Services (MWR) services have just been absorbed by the City of Hopkinsville, and are just reaching the point of providing adequate services to the City. There is no excess capacity to serve the installation. However, the local Umpires Association expressed a desire to support the installation's youth baseball activity.

The Hopkinsville representative present was uncertain of the City's capability to support the installation on road maintenance, sweeping, and striping, but said he would explore these with the Director of Public Works, Mr. Bob Cope. Capability seems unlikely because of distance.

Bi-County Solid Waste Management Systems: Bi-County operates a large landfill site on land acquired in the 1970's, which includes 356 acres acquired in a recent land swap with Fort Campbell. This site is contiguous to Fort Campbell and the Bi-County manager stated that it could serve the installation "...for a hundred years." They have no union complications. They currently operate the convenience centers on the installation for a

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\$5.00 fee per customer per month. They take recycling items at no charge, and sort on the landfill site using convict labor. The landfill has trained and certified operators. The site accepts municipal solid waste and construction and demolition debris, but no HAZMAT. Tipping fees vary with volume. The installation disposes of approximately 15,000 tons of solid waste per year. The standard rate tipping fee at this tonnage is \$29.00 per ton for solid waste. The manager said they would negotiate a special rate for a Municipal Services Partnership arrangement. Bi-County also provides some ancillary services, such as free education for schools and a one-day certification program for military personnel. They have been discussing bio-generation of power with installation personnel and TVA. This would be used to power 1000 homes and the Saber Heliport.

Bi-County would like to take over operation of the installation's construction and demolition landfill. Users would pay for what they use at the installation instead of charging each contractor on-installation. This would be at a flat rate. They propose to also monitor old Class 1 waste that exists on this site but could not take on ultimate liability. (Additional information is included below as a part of discussions with Montgomery County)

City of Clarksville: The City does not believe that they could provide recreation services. Clarksville could provide water services via the Cumberland River. They have a plant that produces 24 million gallons per day of potable water, and they plan to build a second plant (16 MGD) in 2 years. They own the acreage for this plant and supporting infrastructure is in place. The City uses 14.5 MGD, so they have excess capacity. They are currently negotiating to provide water to the community of Springfield. The City's water production cost is \$2.46 per gallon (all in). The City was unsuccessful with their bid for the installation's water and W/W services. Clarksville's master plan includes some major upgrades in the area that will provide excess capacity.

Clarksville lacks the capability to provide facilities maintenance and repair services to the installation. They are strapped to serve their own constituents, and could not serve the installation.

The Clarksville Department of Electricity, by charter, can only provide power to connections inside the city limits, but they did bid on the installation's privatization RFP (some of the installation is inside city limits). There does not seem to be further interest in this area.

The City already serves the natural gas needs of the installation, including providing the natural commodity. They serve both the installation and the RCI community with this service.

Refuse collection in the City is done by a contractor. The City said it would be available to accept the installation's used cooking grease.

The City is putting in a new totally integrated Work Management System.

Montgomery County: The County is known for being very progressive in Tennessee. They believe their wage structure to be "comparable" to Davis Bacon and/or Service Contract Act requirements. They also offered that if necessary they could offer a pay

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incentive in their structure to personnel working on installation, such that wages could meet set requirements. They say they have a work management system. The County runs a lean operation and does not enjoy excess capacity in the service areas described below. Therefore an influx of funds would probably be required to serve the installation. Areas of municipal partnership interest are described below.

Refuse Collection and Disposal - Bi-County Administration (“Bi-County”), representing Montgomery and Stewart Counties, operates the landfill on what used to be Fort Campbell property. They started talking about service provision in this area as early as 1995, but were unable to finalize an agreement. Waste charges by contractor depend on size and frequency of pickups. Landfill tipping fees are broken down into categories, and are priced as a direct pass through, without markup. Only the contractor is permitted to haul waste to the landfill, even from construction and demolition, which is collected by in-house assets. The Bi County landfill is on property that is the result of a land swap deal with Clarksville in 2008. They handle glass, excess wood debris (make mulch), and plastics, among other things. Bundling with other communities could potentially lower tipping fees (Campbell currently accounts for 25% of landfill volume.) A new contract with the trash hauler will start in November 2008, for one year with four option years. Bi-County is interested in collection, disposal, and recycling programs at Fort Campbell, and has offered to operate their recycling program at no cost. Bi-County would consider purchase of new equipment to handle any expanded workload. (See additional comments above documented during on site meeting with Bi-County representative)

Recreation Services - At the Woodlawn area (vicinity of Gate 10 on installation) is a ballpark/recreation facility that accommodates 500 people, 90% of which are military, according to the County. This facility is being renovated and updated. New parks are going into the Saint Bethlehem community, much of which is inhabited by military residents. The County, citing some slightly dated figures, maintains 55,000 military and dependents live off installation, while about 10,000 live on installation. The County is most interested in providing some part of recreational service needs, citing a youth program as a possibility.

Facility Maintenance and Repair Services- The County would favor a partnership in this area, and would like to find a way to overcome resource constraints, particularly equipment (pavers and trucks for example). Areas of interest include asphalt patching, street sweeping and striping, and snow removal.

Utilities - The County indicated an interest in fulfilling installation storm water requirements. They are funding constrained, and currently have only one coordinator and one inspector to service 35 subdivisions. The area has Karst topography, and once an injection well is completed, maintenance of the well is the responsibility of the County property owner. In this regard, the County must comply with more restrictive disclosure requirements to any newly acquiring property owner. Further, the County is seeking MS4 certification (as is Clarksville) and is faced with the need for a 5-year comprehensive development plan. This certification is based on population.

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Animal Control - While the County provides no animal control services on installation currently, it would like to have a partnership in this area, if authorized (It is not in the enabling legislation.). The County currently has a 16-kennel, 2600 square foot facility, but is renovating to expand to a 6600 square foot, 47-kennel facility, so it would appear timing could be beneficial. County officials noted that they are the only county in the state that provides large animal disposal services (note: Fort Campbell has horse stables.)

Fort Campbell Key Issues

The single most interesting challenge will be the fact that the installation is located in both Kentucky and Tennessee and there are numerous service providers surrounding the installation. However, this is not an insurmountable issue since all agreed that through a cooperative dialog, agreements could be reached on any viable opportunities available among the various providers and Fort Campbell.

Is the Municipality Contiguous to the Installation? – Yes. Clarksville/Montgomery County are basically contiguous (or very near) the installation. Other providers are within reasonable proximity of the installation which would make providing a particular service feasible. This close proximity greatly enhances the ability of the municipalities to respond if a particular service agreement is in place with the installation

Does the Local Municipality have Excess Capacity? – Yes, in specific services. The area of Utilities (electric and storm water only) is potentially an opportunity that should be considered, as there is potential benefit to the installation as well as the community to increase their efficiency and obtain a cost savings.

Does the installation and municipality have an automated work management system? – Yes. Fort Campbell has a good automated system in place. The other service providers indicated that they also had automated systems that will track services. It was not certain if the systems would be immediately compatible but there did not appear to be a significant problem.

Are the local government's service wage rates compatible with the prevailing wage rate requirements of the federal Service Contract Act (SCA)? – Yes. A definitive “yes” cannot be given at this time regarding wages paid for all the services authorized by the legislation, although Montgomery County expressed that they believed their wage structure was compatible. However, since utilities are exempt from the wage requirements of the SCA, and since only utilities services appear to offer a possibility of an MSP, the wage requirements of the SCA should not be an obstacle to entering into an MSP at Fort Campbell.

Do both the Installation and Local Governments strongly support the concept of some form of Municipal Services Partnership – Yes and No. Whereas the communities surrounding Fort Campbell strongly support the possibility of entering into a Municipal Services Partnership with Fort Campbell and are enthusiastic about the possible gains such a partnership could provide to both the installation and community, the garrison staff expressed only lukewarm support for an MSP.

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III. Fort Bragg Information Gathered

Fort Bragg and its surrounding communities of Cumberland County and the City of Fayetteville, North Carolina were visited on July 22 and 23, 2008 to interview cognizant personnel and gather the information necessary to prepare a Business Case Analysis. Table 2, below, is a list of personnel who provided information during this visit.

Table 2 Personnel Interviewed

Name	Position	Phone	Email
Fort Bragg			
Colonel Fox	Garrison Commander	910-396-4011	david.fox1@us.army.mil
Carrie Rice	Director, Plans, Analysis & Integration	910-396-2121	Carrie.rice@us.army.mil
Joe Johnson	Deputy Director, MWR	910-396-3724	Joseph.l.johnson@us.army.mil
Phil Quinones	Library Director		Philip.quinones@us.army.mil
Greg Bean	Director, Public Works	910-396-4009	gregory.g.bean@us.army.mil
Gerald Jensen	Directorate of Logistics	910-396-0068	Gerald.jensen@us.army.mil

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<i>City of Fayetteville and Cumberland County</i>			
Doug Hewett	Fayetteville Ass't City Manager	910-433-1978	<u>dhewett@ci.fay.nc.us</u>
James Martin	Cumberland County Manager	910-678-7723	<u>jmartin@co.cumberland.nc.us</u>
Sara Vanderclute	Cumberland Public Information Director	910-678-7723	<u>svanderclute@co.cumberland.nc.us</u>
Jody Risacher*	Library Director	910-483-1580	<u>jrisacher@cumberland.lib.nc.us</u>

Fort Bragg Discussions

Background: As a consequence of the force realignment taking place through BRAC 2005, Fort Bragg will soon have approximately 69,000 uniformed personnel assigned to it. The installation currently has over 25 million square feet of facility space and hundreds of miles of paved and unpaved roads. Land for new facilities and vehicle parking space is unavailable. Because of these circumstances it is anticipated by installation personnel that future mission requirements will seriously tax the ability of garrison personnel to meet quality of life requirements. Therefore, the possibility of a Municipal Services Partnership has been enthusiastically supported by the Garrison Commander and his staff as one way to alleviate the future demands on the installation's resources.

Each of the six municipal services listed in the authorizing legislation were discussed with Fort Bragg personnel. Amongst these services, facilities maintenance and repair was not considered to be a viable candidate because of the greatly larger number of installation facilities as compared with the number of facilities maintained by either the Cities of Fayetteville or Cumberland County. In addition, installation utilities have been or are in the process of being privatized and, therefore, are not considered a candidate for inclusion a Municipal Services Partnership. However, the following services were identified by Fort Bragg personnel as potentially viable candidates to be included in a Municipal Services Partnership procurement agreement.

- ◆ Refuse collection and disposal
- ◆ Library services
- ◆ Youth recreation programs

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- ❖ Recreation facilities operation (primarily on-post swimming pools and golf courses)
- ❖ On-post transportation³.

Library Services: Installation personnel suggested that library services may present an opportunity if the municipality operated the installation's general library as a branch of their own library system.⁴ The installation's general library's current annual budget is approximately \$650,000, although it is anticipated that library operating costs and its budget will rise in the future. The general library is in a single building and is staffed with three librarians, two of which are part-time. The library has 33,000 registered patrons, who use their CAC card as a library card. Besides the computer lab, the post library will have a wi-fi capability in October or November of this calendar year.

The librarian feels they are meeting the need for services, but are constantly required to "play catch-up" on modernizing offered library services and are achieving limited progress due to funding constraints. The library was "on survival mode", but is now reaching out to children, getting a computer lab, and getting away from the microfiche mentality of the 1990's. While characterized as in a growth mode, it will probably take another one to two years to approach Cumberland County library's level of service.

Six months ago, Fort Bragg converted from Education Services funding for the library to MWR funding. The facility needs to become more "wired", by obtaining an electronic database, for example. It will need a substantial funding level increase if it is to ever to catch up to the level of library service offered by the Cumberland County library. In today's Army budgetary climate, such an increase is unlikely to occur.

The Cumberland County library and Fort Bragg library enjoy a "hand shake based" partnership, in which on post soldiers can use the County library branches at no charge. In 2004, the possibility of the County taking over the Fort Bragg library was discussed, but questions of salaries (post pay was higher) and length of contract prevented implementation. It takes about \$650,000 per year to fund the post library at the current level.

The Fort Bragg librarian provided the following information concerning the installation's general library:

a. Is this a viable MSP service?

Certainly, the county library provides several viable MSP services and could enhance the lives of soldiers and their families on post. The Cumberland County library offers a much more diverse programming involving adults, youth and children. However, the county library spent many years to build programming and obtain community support. As I mentioned during our meeting, funding is supplemented by the Friends of Cumberland County Public Library.

³ Although transportation is not among the services authorized by the MSP legislation, it was included in the discussions because the installation has a need for new on-post transportation options.

⁴ Fort Bragg has a special warfare library and a medical library, neither of which are MSP candidates.

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The utilization of basic Internet and computer training is another plus. It is part of our future plans, once the computer room is established, estimated for completion in FY 09.

b. Service level- what is patron base of the installation's library?

The post population is 45,000 soldiers, not including families who live on post and civilian employees. The city of Fayetteville is 203,000. A large number of military personnel and their families along with civilian employees live in Fayetteville. The public library allows military personnel stationed at Ft. Bragg (whether or not they live on post) to obtain free library accounts and access to their services.

Ft Bragg Library has around 33,000 accounts open which could be soldiers (and airman from Pope AFB), family members, retirees or civilians.

c. How many new volumes have been added in the past 5 years?

We added 12,108 volumes over the last 5 years.

d. How many commercial databases are available in the installation library?

The library currently receives access via 15 databases in AKO, plus another 4 purchased directly by the library. We've contacted the Education Services Office to place links on these machines. At the same time, we've asked MWR marketing to link them on the library's web site.

e. What types of media and how many of each is available in the on-post library?

The library has approximately 3,500 videos (children and adults), 500 DVDs, 300 books on tape (abridged, unabridged), 300 books on CD (abridged and unabridged).

f. Are the county libraries' location convenient for installation use?

Fort Bragg is an extremely large post. The library itself is approximately 1/10 mile away from an elementary school and Child Development Center, 1/4 mile away from officer's housing, 1/2 mile from enlisted housing. The library is serviced by a post-wide shuttle reaching single soldier dorms and other common areas approximately every 30 minutes. The closest county library is 6 miles away in Spring Lake. Additional library branches are 9-15 miles away.

g. How many installation programs are offered annually for 1) children and youth and 2) adults?

This year, we offered 100 children and youth programs and 25 adult programs.

The library has added numerous programs over the past year for adults and children. For example, adults have been able to attend events focusing on their personal safety, learn new education opportunities on post, and better cultural events such as jazz concert and African-American Film Festival. The library has pursued a partnership with local partnership with local academic and public

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libraries for the Big Read and is currently investigating another joint partnership with Cumberland County Public Library. The library has begun educational partnerships with on-post schools, such as a dance production and bibliographic instruction with middle school students.

h. How does the installation library support deployments?

We support deployments by making book kits available to units deploying or deployed and on going local unit field training. The library partnered with Post Chaplains several years ago to advertise the service. The number of kits sent out has declined due to other organizations off post sending similar materials. The library has approximately 700 book kits in physical storage available to be shipped to combat zones, natural disasters and other DA libraries on request.

i. How many staff members have experience with and knowledge of the Army or other military services and related information resources sufficient to answer questions about the organization and its art, science, history and culture?

All staff members have experience and knowledge of the Army and its sister services. Our staff knows the verbiage, what services are available on and off the post.

j. What percentage of the book and periodical collection is devoted to the subjects of military art, science, culture, and history?

Approximately 10-12% of the collection is devoted to the subjects of military art, science, culture and history. We also have a small archive collection used by the post historical office and regularly contacted by other DA libraries seeking unit historical information.

k. Is installation library prepared to meet the accreditation standards required to support the Army Education Center academic programs?

The post library has met the accreditation standards in the past and likely will do so again.

Recreation Services: Fort Bragg views swimming pool operations (particularly regarding supply of lifeguards); youth sports league operations, to include supplying umpires and referees; and golf course operations as viable inclusions in an MSP.

Please refer to Attachment 1 for a complete list of recreation services, their current status and needs for improvements.

Refuse Collection and Disposal: Installation personnel, particularly the DPW, felt that waste collection and disposal would be a good partnership candidate. Right now, Fort Bragg has a complex system that has waste collected by one contractor, sorted by Federal personnel, and then taken to a county landfill by another contractor. Refuse collection/disposal is handled by two contractors, BMAC for collection, and L&J for disposal. The RCI refuse contract is currently held by Waste Management. RCI refuse is double-handled; it goes to the landfill at Fort Bragg, is separated then moved onto another landfill. The DPW, Mr. Bean, said he could coordinate to get the RCI contract

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included in any refuse collection partnership agreement with the City. There are 7 DPW personnel working at the Fort Bragg landfill. All that stays at the Fort Bragg landfill is construction and demolition debris and any inert debris. The DPW would prefer to eliminate this dual method of operating in favor of a “turnkey” approach run by others (e.g., the City of Fayetteville).

Non-authorized Services: Finally, it is noted that, although not covered by the legislation, Fort Bragg is very interested in the possibility of obtaining on-post mass transit services (i.e., a “Park and Ride” system and bus route system), as well as animal control services from the neighboring local governments. The installation now has a Warrior Transition (WT) program for rehabilitation and disposition of wounded soldiers. The base has limited transportation media to accommodate these soldiers, as well as mobilization soldiers, and normally stationed personnel. Also, the lack of adequate on-installation parking drives the need for better mass transit. Although the possibility of having the Fayetteville Area System of Transit (FAST) extend its system to include on post routes has been explored and rejected for various reasons (with security being the primary concern), the current \$4.00 per gallon for gasoline may make utilizing FAST a very viable option.

Animal control becomes a problem every time there is a mobilization and some departing troops abandon their pets. Having the local community provide this service would relieve both the military police and installation veterinarians from these extra duties.

Municipality and County Discussions

Both the neighboring City of Fayetteville and Cumberland County were enthusiastic about the possibility of entering into a Municipal Services Partnership for any municipal services that the municipality or county could economically provide to the installation. The following services were identified by the respective local governments as possibilities:

City of Fayetteville

Recreation Services: Since the City of Fayetteville currently runs Cumberland County’s parks and recreation program, as well as their own program (to include the operation and maintenance of recreation facilities), the City of Fayetteville believes it could economically extend this service to the installation. Specifically, the City thought that swimming pools and golf course operations were viable MSP services the City could provide to the installation. In addition, the City viewed positively the possibility of extending its youth sports league programs to include on post dependents.

Refuse Collection and Disposal: The City has a new recycling service that operates without having to haul recycled materials all the way to Raleigh. Materials are sorted at the Recycling Center, which is operated under contract by Pratt Industries. The City employees and equipment are used for refuse collection. There is a City-owned transfer facility on Winslow, which is operated under contract by Waste Industries. The City is going to give Waste Industries a 15-year lease of the facility in return for \$2 million in upgrades. The City does not operate its own landfill for refuse disposal, but uses

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commercial land fills. Construction and demolition waste is not collected with household garbage. Yard waste is also separate.

The City believes that it can cost effectively provide refuse collection and disposal services to the installation if Fort Bragg were selected as the next MSP candidate. Distance between the City's refuse facilities and the installation is not an issue. The City could not offer pricing information for these services at this time since their refuse collection equipment is not fully compatible with the current collection requirements of the installation regarding volume, types of containers, etc., and new equipment would be needed. However, the City was confident that they could purchase the needed equipment and meet the installation's requirements.

Transportation: The Assistant City Manager, Mr. Doug Hewett stated that the City currently does not have the funding to provide this service, but the City could undertake the effort, if funded. The City Manager has talked to the Garrison Commander, but Mr. Hewitt was unclear on any results.⁵ He questioned where bus routes would go and how it could be done such that each party could afford the service. Cost, convenience factor, security and schedule would all be issues, but he characterized the service as "doable".

Cumberland County

Refuse Disposal: Cumberland County has limited capacity left in their county landfill. For this reason they do not believe they can provide refuse disposal under an MSP. However, the county did encourage the installation to contact them about participating in a "trash to energy" plant they are currently exploring as an option to provide a "green" solution to refuse disposal and reduced energy costs.

Library Services: Cumberland County operates the library system that serves both the cities of Spring Lake and Fayetteville. The County was uncertain about the cost advantages of providing library services to the installation but was interested in exploring the possibility. The key issue in this regard is whether the wage rates mandated by the Service Contract Act could be paid to Cumberland County library workers who may provide library services on the installation without upsetting the wage scales currently in effect within the Cumberland County library system.

The Cumberland County librarian provided the following information concerning operation of the Cumberland County Library:

- a. *Is this a viable MSP service?*

To be determined.

- b. *Service level - What is patron base of the installation and the county's library?*

While we collect this statistic, it is currently artificially high due to a bug in the automation software. An upcoming upgrade is expected to correct the problem. It

⁵ Fort Bragg is a member of the Regional Transit Task Force.

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is likely that the percentage of library's registered users falls within 50-60% of the county's population.

c. *How many new volumes have been added in the past 5 years?*

Books - 101,976

AV materials - 14,942

d. *How many commercial databases are available in the County library?*

The library has 13 proprietary databases currently available to the public. Additionally, library customers have access to a state funded collection of databases called NC LIVE. NC LIVE provides electronic access to 16,000 newspapers, journals, magazines and encyclopedias, as well as indexing for over 25,000 periodical titles.

e. *What types of media and how many of each is available in the county library?*

Books – 558,713

Audio – 5,079 books on cassette; 4261 books on CD; 10,765 music CD

Visual – 12,817 VHS; 12,308 DVD

Book and cassette or book and CD kits – 1,968

f. *Are the county's libraries' locations convenient for installation use?*

Cumberland County Public Library & Information Center has seven locations throughout the county. The closest facility to Fort Bragg is the Spring Lake Branch, a 12,000 square foot facility in northern Cumberland County.

g. *How many installation and/or county programs are offered annually for 1) children and youth and 2) adults?*

FY08:

of adult programs: 475

of children's programs: 1,860

of teen programs: 349

h. *How does the County library support deployments?*

The public library looks for ways to support active duty personnel and their families. The library's registration policy was amended after the start of the Iraq War to accommodate active duty personnel who are temporarily assigned to Fort Bragg for training and other reasons. Despite residing in hotels and other temporary residences, these soldiers may receive a free library card.

i. *How many staff members have experience with and knowledge of the Army or other military services and related information resources sufficient to answer questions about the organization and its art, science, history and culture?*

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At any given time, some our staff have spouses of active duty military or are retired military. Our information services staff consists of highly skilled professionals trained to answer a broad range of questions.

j. What percentage of the book and periodical collection is devoted to the subjects of military art, science, culture, and history?

This information is not readily available. The public library's collection policy tends to lead us to collect in areas of high interest to a local population, i.e., subjects of a particular interest to military personnel.

k. Is the county library prepared to meet the accreditation standards required to support the Army Education Center academic programs?

Without an understanding of the standards, this question is impossible to answer at this time.

Animal Control: The County has a new animal shelter, and is in the process of recruiting a new animal control director. The new shelter is 3 to 4 times the size of the former facility, and the County initially tried to operate the facility with the same staff that operated the former facility. This has resulted in many service deficiencies. County officials stated that they will have to improve their animal control operations before they could examine providing animal control services to Fort Bragg.

Fort Bragg Key Issues

Are the Municipality and County Contiguous to the Installation? **Yes.** Fort Bragg and the City of Fayetteville are contiguous to one another. This circumstance greatly assists the ability of the municipality to respond quickly if a particular service is ordered by the installation. In addition, the installation resides in a portion of Cumberland County.

Does the Municipality/County have excess Capacity? **Yes.** The municipality and county identified those services they could readily provide because they had the capacity to do so. The most viable options appear to be having the City of Fayetteville provide refuse collection and disposal services, as well as recreation services. Cumberland County has an excellent library system and has the capability to extend library services to the installation.

Does the Municipality/County and installation have compatible Work Management Systems? **Yes.** Both Fayetteville and Cumberland County have WMS systems in place. Both Fayetteville and Cumberland County believe that their WMS are compatible with the installation's system.

Do both the Installation and Local Governments strongly support the concept of some form of Municipal Services Partnership? – **Yes.** Both the installation and neighboring city and county were quite enthusiastic and supportive of the possibility of entering into such a partnership.

Are the Municipality's wage rates compatible with the wage rate requirements of the Service Contract Act (SCA)? **Yes.** Local officials who were interviewed believed that

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their wage structure was compatible with the local SCA prevailing wage rates for the type of service categories identified by both parties and supplied representative wage rates that support their belief.

The following is a representative comparison between the prevailing wage rates from the Department of Labor Wage Determinations under the Service Contract Act and the wages paid by the City of Fayetteville for similar job categories.

Table 3 Comparison of Selected Wage Rates

DOL Wage Determination No:2005-2394			
Revision No 5			
Date of Revision 08/15/2007			
Occupation Code		Fayetteville Maximum Wage Rate	SCA Minimum Wage Rate
05190	Motor Vehicle Mechanic	\$17.90	\$17.36
23160	Electrician	\$24.85	\$19.77
23430	Heavy Equipment Mechanic	NA	\$18.81

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IV. Conclusions and Recommendations

This Business Case Analysis compares the suitability of Fort Bragg, NC and Fort Campbell, KY for inclusion in the Army's Municipal Services Partnership program. From a review and analysis of all the relevant information collected from both installations and their neighboring communities, it is evident that both Fort Bragg and Fort Campbell have most of the ingredients necessary for a successful Municipal Services Partnership. That is, local wage rate structures that are compatible (or exempt from) the wage requirements of the Service Contract Act; compatible work management systems; close proximity between the installation and the community; and excess capacity in certain of the authorized services. However, at Fort Bragg at least three of the authorized services (refuse collection and disposal and recreation), and possibly a fourth (library services), look promising for inclusion in a successful MSP between the installation and the neighboring municipality and county. By comparison, it is considered only marginally possible to achieve an MSP between Fort Campbell and one or more of the local utility providers to obtain utility services (electricity and storm water appears to offer an MSP possibility). (See Table 4, below). Therefore, selecting Fort Campbell for inclusion under the current MSP effort would add significant risk to the success of the MSP program. It is noted in this regard that there have been two previous attempts to privatize the installation's electric system, and both have failed for various reasons.⁶ It appears, therefore, suboptimum to use the last Army MSP authorized by legislation to privatize this system only to have the effort fail once more.

It is recommended, therefore, that Fort Bragg be selected for inclusion into the Army's Municipal Services Partnership program. A Municipal Services Partnership between Fort Bragg and/or Fayetteville and Cumberland County appears to be quite feasible with regard to four of the legislatively authorized services. Because of the size of the MSP opportunity, coupled with the enthusiasm shown by both the installation and its surrounding communities for participation in the MSP program, it is anticipated that an MSP contract agreement for one or more of the authorized services can be rapidly negotiated and executed.

We also recommend that future consideration should be given to Fort Campbell's inclusion in the MSP program if the authorizing legislation is again extended to include more Army installations. Use of the MSP authority by Fort Campbell to achieve full privatization of its utilities by contracting with the neighboring communities should not only provide a cost benefit, but should also increase the reliability of obtaining these utility services.⁷

⁶ There are two utilities interested in operating this system, Hopkinsville Electric and Pennyrite. Both have previously bid unsuccessfully on this system.

⁷ Based on its electric system annual operating cost of approximately \$18 million, the Fort Campbell electric distribution system privatization opportunity is larger, dollar wise, than all other MSP opportunities at either Campbell or Bragg.

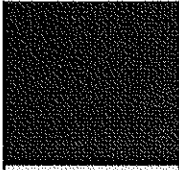
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Alternatively, it may be beneficial to conduct another utilities privatization effort for Fort Campbell. This approach may be most effective if the competition were restricted to the two interested local utilities.

Table 4 - Comparison of Fort Bragg/Fort Campbell MSP Suitability

FORT BRAGG						
Service Area	Need Expressed	Current Cost to Provide	City/County Capability	City/ County Price	Metrics	Status
Refuse Collection & Disposal	Yes	\$4,090,400	Yes -Fayetteville has the interest and capability to perform these services	Negotiable depending on scope service provided	Price and Performance	
Library Services	Yes	\$710,300	Yes -County library services that can be extended to Post	Negotiable depending on library service provided	Price and Performance	
Recreation	Yes	UFM Reimbursable	Yes - Fayetteville has the interest and capability to perform these services	Negotiable depending on services provided	Price and Performance	
Facilities Maint. & Repair	No	Unavailable	No - Lack of municipal capability	N/A	N/A	
Utilities	No	Electric \$22,667,000 Waste/Water \$7,009,200 Water \$9,590,300	No - All installation utilities are privatized	N/A	N/A	
FORT CAMPBELL						
Service Area	Need Expressed	Current Cost to Provide	City/County Capability	City/ County Price	Metrics	Status
Refuse Collection & Disposal	Maybe	\$3,017,000	Bi-County has the interest and capabilities to provide these services	Negotiable with Bi-County	Price and performance	
Library Services	No	\$891,300	No - Installation has a superior library	N/A	N/A	
Recreation	No	\$4,092,200	No - Installation has a superior recreation	N/A	N/A	

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Facilities Maint. & Repair	No	Unavailable	program No - Lack of local capability	N/a	N/A	
Utilities	Maybe	Electric \$18,432,200 W/W \$6,370,700 Water \$2,298,400	Local providers have the interest and capability	Negotiable with Providers	Price and Performance	