



FY 2015 Secretary of Defense

Environmental Awards

Sustainability, Individual/Team, AFCEC/CZO Red Team

Introduction

In 2012, the Air Force embarked on an effort to consolidate environmental functions under one umbrella in San Antonio, Texas. Responsibilities that traditionally fell under Major Command (MAJCOM) Civil Engineering (CE) now fall under the Air Force Civil Engineer Center, or AFCEC. One of the missions of the newly formed AFCEC was to institutionalize consistent operations across Air Force environmental programs. To support this effort, the Red Team was established to standardize environmental compliance contract support operations through the acquisition of fence-to-fence contracts at each installation. The team is led by Mr. Richard Trevino, Chief, Environmental Operations Division, AFCEC/CZO, Joint Base San Antonio (JBSA). Team members include Ms. Vivian Perez, AFCEC/CZO-JBSA, Mr. Rob Kemether, AFCEC/CZO-East, Ms. Marybeth Radtke, AFCEC/CZO-West, Ms. Andrea Bishop, AFCEC/CZO-Midwest, and Mr. Ron Bell, AFCEC/CZO-Midwest.

The strategic vision is to create a culture where environmental, energy and workforce

protection considerations serve as the central elements in the foundation for sustainable Air Force operations. By actively collaborating with the Office of the Secretary of Defense, the other military Services and sister agencies to refine implementation approaches, and by continually improving our processes, the Air Force is assisting the entire federal family in pursuing sustainability goals that are both achievable and cost-effective. Achieving and maintaining compliance with environmental laws, more effective management of programs and innovative efforts such as fence-to-fence contracting is fundamental to sustainable operations.

The Air Force Office of the Civil Engineer initiated its CE Transformation planning in 2006 and started implementing the plan in 2007. In October 2012, planning continued to expand upon the Air Force CE effort to implement a multi-pronged asset management approach to centralize, standardize, streamline, re-organize, and enhance efficiency at all levels of the enterprise. Through increased centralization, improved management and



The Red Team

The AFCEC Red Team was established to standardize environmental compliance contract support operations. This was accomplished through the acquisition of fence-to-fence contracts. The Team clockwise from upper left: Mr. Richard Trevino, Ms. Vivian Perez, Ms. Marybeth Radtke, Mr. Rob Kemether, Mr. Ron Dell, Ms. Andrea Bishop.

oversight of requirements, comprehensive program development, and efficient execution, the Air Force better applied its limited resources and reduced risk to mission and Airmen. The transformation effort significantly helped the Air Force meet its overall savings objectives, in terms of dollars and manpower reductions, and assisted the Air Force to better prioritize its future requirements in a fiscally constrained environment. Air Force CE reduced overall costs and manpower while optimizing operational support by applying the principles of asset management across the enterprise.

A key component of the 2012 planning effort included the centralization of environmental programs under AFCEC and the establishment of Region and Installation Support Teams (IST) to provide installations with environmental program support and identify, program, and validate requirements to build the annual Air Force Integrated Priority List for decision-making.

Background

Traditionally, environmental compliance has been managed at the lowest possible level. Funds were issued to the installation, and the local environmental functions contracted various individual requirements. This led to a wide variation in programs with inconsistent levels of service and potentially excessive costs. Programs ranged from austere to “gold plated” depending on the MAJCOM, local leadership, and funding. With the consolidation of all Air Force environmental functions under one umbrella, the first order of business was to standardize business practices and establish a consistent level of service for all Air Force installations. To support achieving this goal, the environmental operations division of AFCEC created the Red Team to implement standardized fence-to-fence environmental support contracts. To date, the fence-to-fence concept has been implemented at numerous installations, as shown in Figure 1.

Fence-to-Fence Implementation

- JB Andrews/Dover Air Force Base (AFB)/Hanscom AFB
- JB McGuire-Dix-Lakehurst
- JB Langley-Eustis
- Seymour Johnson AFB/Moody AFB
- JB Charleston/Shaw AFB
- Tyndall AFB/Hurlburt AFB
- Little Rock AFB/Altus AFB
- FE Warren AFB/Ellsworth AFB
- Nellis AFB/Creech AFB/Nellis Range Complex
- Malmstrom AFB/Mountain Home AFB
- Beale AFB
- Barksdale AFB/Columbus AFB
- Davis-Monthan AFB/Luke AFB
- Peterson AFB/Schriever AFB/ Cheyenne Mountain Air Force Station
- Laughlin AFB/Dyess AFB/ Goodfellow AFB
- Scott AFB/McConnell AFB/ Grand Forks AFB
- Travis AFB
- Tinker AFB
- Hill AFB
- Minot AFB/Offutt AFB/Whiteman AFB
- Cannon AFB/Holloman AFB
- Buckley AFB
- Eielson AFB/JB Elmendorf- Richardson/ Anderson AFB
- Patrick AFB/Cape Canaveral

(figure 1)

Installations Implement the Fence-to-Fence Concept

Several installations have implemented the fence-to-fence concept thus far. Additional implementations will occur going forward.

Summary of Accomplishments

Program Management

The Air Force is undertaking a complete paradigm shift from locally managed, single base/single requirement contracts to centrally managed multiple base/multiple requirement fence-to-fence contracts. The intent is to standardize execution of the environmental quality program and promote sustainable efforts without impacting installation uniqueness or negatively impacting the mission.



Air Emissions Testing

Air emissions testing is a requirement of many fence-to-fence contracts. Contracts are structured to ensure compliance with environmental regulations. Here the contractor is conducting testing to ensure compliance.

The Red Team developed standardized performance work statement (PWS) templates, independent government estimates, and other contract documents that were used for all installations. Starting with the templates developed, PWSs are tailored to each installation while maintaining consistency with established standardized levels of support, ensuring the greatest return on investment. Centralized execution to reduce redundancy and improve efficiency minimizes wasted man-hours at the installation level. Although developed by the IST and installation personnel, all pertinent documents are funneled through a clearing house in San Antonio to ensure consistency.

All funds are managed centrally by AFCEC in San Antonio. Funding documents are minimized to the extent possible by consolidating requirements. This reduces paperwork and redundancy.



Conducting Weekly Inspections

Regulations require weekly inspections of the hazardous waste collection facility. This is a requirement of many fence-to-fence contracts. Here contract staff complete weekly hazardous waste inspections at Offutt AFB.

Along with IST and base input, the Red Team led consolidation of 188 individual contract actions at 43 bases into 25 fence-to-fence environmental support contracts. This effort improved compliance and provided for more consistent execution and reduced manpower by simplifying execution. Fence-to-fence contracts combine multiple bases and numerous requirements into one contract based on mission, location, or other pertinent factors.

A standardized level of service for all installations is based on mission, need, regulations, and best practices. Requirements with questionable value or limited return on investment are scrutinized and eliminated as appropriate. The Air Force can no longer afford to let a few installations receive a large percentage of the overall program dollars. Centralization and fence-to-fence contract management helps to bring neglected bases up to standard, and guide programs to align with Air Force goals.

Technical Merit

Multi-year contracts ensure consistency in contract support. Contracts are structured to ensure 100% compliance with federal and state environmental regulations, as well as Air Force requirements. The substantial

reduction in workload frees up program managers to focus on regulatory compliance and sustainable operations. Installation missions can operate without fear of violating environmental regulations.

Orientation to Mission

Standardization through fence-to-fence contracting ensures base environmental programs are focused on ensuring the installation mission is top priority. Overall, a substantial reduction in workload at the installation level is realized. Eliminating the busywork associated with numerous and repeated contract actions frees base personnel to turn attention to mission support. IST personnel assume contract oversight responsibilities, lowering base burden. The Air Force expects a savings exceeding 30K man-hours over the next 5 years. Fence-to-fence contracting supports Air Force efforts to cut manpower and reduce the overall civilian workforce without compromising program



Water Sampling at Scott AFB

Many fence-to-fence contracts include storm water or wastewater sampling. Environmental compliance programs gain focus to ensure mission capability. Here the contractor collects storm water for analysis.



Managing the Waste Facility

Contractors are responsible for picking up containers of hazardous waste from the shops around base and transporting them to the accumulation facility. This is a component of many fence-to-fence contracts. Containers are prepared for shipment to a disposal facility.

quality, regulatory compliance, and most importantly mission readiness. Multi-year awards ensure consistent support through the out-years. Contract standardization also eliminates the need for time-consuming annual contract procurement and minimizes year-end hassles. Environmental compliance and pollution prevention programs gain focus to ensure mission capability.

Transferability

Since its inception, the Red Team has worked to ensure information dissemination through all channels. The Team lead provides monthly updates to CE Commanders. In addition, each region sends monthly memos to CE Commanders highlighting region-specific information. IST personnel are in constant contact with their installation counterparts to ensure mission needs are being met and problems are resolved quickly. This is all part of a coordinated, ongoing effort to educate bases on the value of consolidated contracts.

Since September 2013, the Red Team has conducted weekly continual improvement “hot wash” sessions to track status and share successes or challenges associated with

fence-to-fence implementation. Ongoing lessons learned led to improvements in the development of PWS and other contract documents.

Incoming contractors have been successful hiring incumbent contract personnel to minimize negative impacts on local individuals and ensure continuity. This has helped provide for a smooth transition to fence-to-fence contracting with minimal problems.

Stakeholder Interaction

Partnerships with various execution agents ensures participation in contract actions and avoids overwhelming any one contract agent or vehicle. The 772 Enterprise Sourcing Squadron (ESS) is AFCEC’s in-house contracting agent and in this capacity acts as contract agent on multiple awards. They understand requirements and support as necessary.

In addition to the 772 ESS, the Red Team works closely with the General Services Administration to develop Blanket Purchase Agreement (BPA) contracts. BPAs reduce the number of eligible contractors to a more

manageable number, ensuring only the best qualified compete for fence-to-fence contracts. Furthermore, BPA contracts provide ample competition and multiple awards without requiring a new contract action for each effort.

The Red Team works closely with several United States Army Corps of Engineers districts to access existing indefinite delivery, indefinite quantity contracts. These also provide for competition on multiple awards with minimal lead time.



Managing Waste

Hazardous waste management is a requirement of many fence-to-fence contracts. Here, a Joint Base Langley-Eustis contractor employs a drum stacking system. Stacking more effectively utilizes available space for the centralized accumulation of hazardous waste.

ISTs work to maintain close relationships with base environmental personnel to ensure installation needs are met and contracts adhere to Air Force goals. These relationships are key to making the fence-to-fence contracting concept work.

Standardizing the acquisition strategy as well as the PWS and other execution documents has simplified the coordination process and provided transparency and consistency to contractors, agents, and customers. This standardization means contractors are able to develop proposals for requirements presented the same way by all agents.

Impact/Outcomes

The Fence-to-fence contracting concept has achieved substantial efficiencies in support of a reduced workforce by eliminating repetitive actions, standardizing levels of service, and ensuring a consistent product across the Air Force.

Fence-to-fence contracting eliminated the extensive and time-consuming coordination for multiple annual installation contract awards. With fence-to-fence contracts, the acquisition competitive process is done once, with simple execution for option years. Essentially, environmental compliance support at each base is set for 5 years. In the unlikely event a contractor fails to live up to expectations, the Air Force will not exercise option years and will pursue a new contract.

To date, the Red Team reduced the total number of environmental contract actions across the Air Force from 188 to 25. Estimated costs associated with environmental support contracts has fallen from \$120M to \$91M nationwide; a reduction of 27%. Total savings to the Air Force is expected to be \$30M over 5 years. Overall man-hours will be reduced by over 75%.

By all accounts, the fence-to-fence contracting effort has been a rousing success. Weak programs have been improved, bloated programs have been curtailed, costs have been reduced, and labor intensive requirements have been cut. The right support at the right time has improved overall Air Force environmental program compliance.

The Red Team was supported by ISTs at JB McGuire-Dix-Lakehurst, JB Langley-Eustis, JB Charleston, Robins AFB, Patrick AFB, Eglin AFB, Barksdale AFB, JB San Antonio, Tinker AFB, Scott AFB, Offutt AFB, Peterson AFB, Kirtland AFB, Hill AFB, Nellis AFB, Vandenberg AFB, Travis AFB, the PACAF Region, and the USAFE Region. The Team was also successful because of the incredible support of base level professionals involved in the fence-to-fence contracting effort.