

Strategy Research Project

Promoting Civil-Military Relations Through Garrison Partnerships With Local Communities

by

Colonel Neil Tator
United States Army

Under the Direction of:
Professor Charles Allen



United States Army War College
Class of 2018

DISTRIBUTION STATEMENT: A

Approved for Public Release
Distribution is Unlimited

The views expressed herein are those of the author(s) and do not necessarily reflect the official policy or position of the Department of the Army, Department of Defense, or the U.S. Government. The U.S. Army War College is accredited by the Commission on Higher Education of the Middle States Association of Colleges and Schools, an institutional accrediting agency recognized by the U.S. Secretary of Education and the Council for Higher Education Accreditation.

REPORT DOCUMENTATION PAGE			Form Approved--OMB No. 0704-0188		
The public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing the burden, to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.					
1. REPORT DATE (DD-MM-YYYY) 01-04-2018		2. REPORT TYPE STRATEGY RESEARCH PROJECT		3. DATES COVERED (From - To)	
4. TITLE AND SUBTITLE Promoting Civil-Military Relations Through Garrison Partnerships With Local Communities			5a. CONTRACT NUMBER		
			5b. GRANT NUMBER		
			5c. PROGRAM ELEMENT NUMBER		
6. AUTHOR(S) Colonel Neil Tator United States Army			5d. PROJECT NUMBER		
			5e. TASK NUMBER		
			5f. WORK UNIT NUMBER		
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Professor Charles Allen			8. PERFORMING ORGANIZATION REPORT NUMBER		
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES) U.S. Army War College, 122 Forbes Avenue, Carlisle, PA 17013			10. SPONSOR/MONITOR'S ACRONYM(S)		
			11. SPONSOR/MONITOR'S REPORT NUMBER(S)		
12. DISTRIBUTION / AVAILABILITY STATEMENT Distribution A: Approved for Public Release. Distribution is Unlimited. I understand this document will be included in a research database and available to the public. Author: <input checked="" type="checkbox"/>					
13. SUPPLEMENTARY NOTES Word Count: 5791					
14. ABSTRACT Defense budgets are a constant area of scrutiny and debate, as U.S. national security challenges continue to evolve. Military leaders must be innovative and open to finding new ways to manage and operate effectively. Partnerships with local communities provide a way to enhance the relationship between the military and the American people, achieve fiscal efficiencies, and improve Army readiness. Alignment of installation stakeholders and their resources must be achieved to effectively expand on partnership opportunities. This paper applies the Labowitz and Rosansky alignment framework to expand public-private partnerships for Army installation management. It chronicles how installation partnerships have been a fabric of our American history. It outlines current and future partnerships and addresses barriers that must be considered for effective implementation. And it will challenge strategic leaders to think critically about the concept of alignment and its potential to expand partnership opportunities to help lead the Army into the future.					
15. SUBJECT TERMS Alignment Framework, Alignment Model					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT	18. NUMBER OF PAGES 33	19a. NAME OF RESPONSIBLE PERSON
a. REPORT UU	b. ABSTRACT UU	c. THIS PAGE UU			19b. TELEPHONE NUMBER (w/ area code)

Promoting Civil-Military Relations Through Garrison Partnerships With Local Communities

(5791 words)

Abstract

Defense budgets are a constant area of scrutiny and debate, as U.S. national security challenges continue to evolve. Military leaders must be innovative and open to finding new ways to manage and operate effectively. Partnerships with local communities provide a way to enhance the relationship between the military and the American people, achieve fiscal efficiencies, and improve Army readiness. Alignment of installation stakeholders and their resources must be achieved to effectively expand on partnership opportunities. This paper applies the Labowitz and Rosansky alignment framework to expand public-private partnerships for Army installation management. It chronicles how installation partnerships have been a fabric of our American history. It outlines current and future partnerships and addresses barriers that must be considered for effective implementation. And it will challenge strategic leaders to think critically about the concept of alignment and its potential to expand partnership opportunities to help lead the Army into the future.

Promoting Civil-Military Relations Through Garrison Partnerships With Local Communities

United States military installations must find novel and creative ways to manage and operate effectively, sustain military missions, and provide services, especially to military personnel and their families.¹ Similarly, communities have also experienced budget declines and seek potential cost savings and other benefits from partnering with installations.² Military installations have a long history of partnering with municipalities and other government organizations in a wide range of functional areas as a way to help leverage government resources and save money.³ This relationship may be key in dealing with uncertainties in the future. The American people expect the United States Army to provide common defense, and support and defend the Constitution of the United States.⁴

The role of Installation Management Command (IMCOM) is to provide the Army infrastructure support through base functions.⁵ From its 2017 Annual Command Guidance, IMCOM is the key command that enables the Army to project force across the globe in accordance with Defense Planning Guidance priorities.⁶ Installation Management Command's ability to prioritize resources for key installation readiness drivers is critical to the Army's success in deployment, mobilization, and operations.⁷

Continued scrutiny of the defense budget requires the Army to look for additional efficiencies as garrisons accomplish their missions. If fiscal efficiencies are not found, installation management stakeholders may be unable to support its customers, and the Army may be at risk in meeting its contract with the American people. Garrison public partnerships can be an effective tool for developing efficiencies as well as improving civil-military relations.⁸ Promoting civil-military relations through Garrison partnerships

with local communities is important because there is risk of erosion of the public trust in the Army in the near future.⁹ Like financial challenges, the erosion of public trust may affect the Army's and the installation management stakeholder's ability to continue to obtain the necessary funding and public support to accomplish missions outlined in strategy documents and the Constitution. Successful implementation of partnerships requires alignment at all levels of the installation management enterprise. The alignment model can help strategic leaders manage change and in doing so uncover innovative, timely, and creative ways to win in the ever-evolving and rapidly changing world.¹⁰

This paper will propose a framework for aligning installation management stakeholders for effective implementation of public-private partnerships for fiscal efficiencies and promotion of civil-military relations. It will provide an overview of the Labowitz and Rosansky alignment model, and how alignment existed in historical partnerships between garrisons and local communities. Additionally, it will discuss how those historical partnerships provide a precedent for recommitment and realignment for current public private partnerships. It will discuss current and future partnerships and will highlight five areas:

- 1-Intergovernmental Support Agreements (IGSA),
- 2-utilities partnership opportunities,
- 3-research and education partnership opportunities with local schools and colleges,
- 4-potential partnership with local communities for child care support, and
- 5-security partnership opportunities.

Additionally, it will discuss barriers that affect those opportunities, as well as methods that can be employed for future public private strategy realignment. Finally, it will

provide a recommendation for next steps for realignment in regards to public-private partnerships.

Overview of Labowitz and Rosansky Alignment Model

Labowitz and Rosansky contend that alignment gives an organization the ability to rapidly deploy a coherent strategy, be customer focused, develop world-class people, and continuously improve business processes, all at the same time.¹¹ Alignment is focused on six key elements: people, process, customers, strategy, leadership and culture. By continuously assessing these elements, organizations can ensure that they have the proper balance for what they are trying to accomplish.¹² Two important aspects are getting all elements oriented in the same direction despite natural tensions, then integrating the resources and systems of the organization to achieve the overall purpose, which the authors refer to as the “main thing.”¹³ Leaders and managers carefully craft and articulate the essence of their business and determine the “main thing,” then synchronize the elements of their organizations to orient in one direction.¹⁴ The IMCOM exists to provide basing support to the Army through its garrisons, so that organizational units can accomplish their missions.¹⁵ In addition to providing base support services, IMCOM’s “main thing” includes maintaining the local public trust so that organizational unit members can coexist with the community and enhance civil relations.¹⁶

Successful organizations are able to achieve balance in four elements of alignment: strategy, people, processes, and functions, along with the proper overarching leadership and organizational culture (see Figure 1). Success requires an ongoing measurement of all elements through feedback from all customers. Without constant review, organizations can find themselves easily misaligned and unable to

proceed efficiently.¹⁷ Misaligned organizations can develop serious problems if not corrected quickly. These problems include the misuse of resources, and an erosion of trust by the people in the organization and the customers that they provide services to.

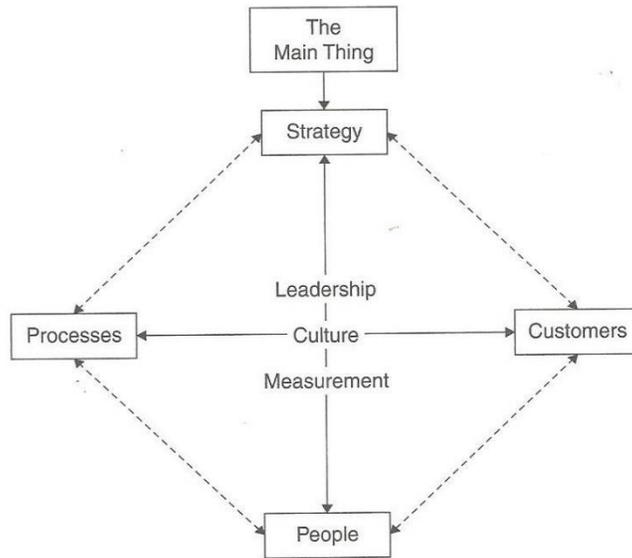


Figure 1. The Alignment Framework¹⁸

Misaligned organizations don't respond well to changes in direction. This is particularly important for the installation management enterprise, as the Army will continue to face rapid changes and pressure to remain flexible for future funding and mission requirements. Misalignment can occur when organizational employees don't understand their contribution to the customer.¹⁹ It can occur when organizations develop good strategies, but fail to implement them.²⁰ Organizations suffer from misalignment when they fail to recognize changing customer requirements and stay committed to things that are no longer effective.²¹ Misalignment can occur when organizations say one thing, but act in a contradictory way, fail to change their strategy to meet change requirements, or when they are just flat out misaligned in every way.²² Good

organizations start with good strategies that are well communicated across the environment of stakeholders.

Strategy

Strategy provides the azimuth for an organization to follow. Successfully aligned organizations not only develop good strategies that are tied to the “main thing,” but they do an excellent job of constantly communicating the strategy across the stakeholder environment.²³ Successful organizations guide the identification of the skills and knowledge of their people, and they have people who are willing and able to change when new organizational strategies require it.²⁴ Most importantly, they have leaders across the entire organization who agree on the organizational strategy and are operating with one voice.²⁵

Strategy alignment for public partnerships would allow the installation management enterprise to work along a similar path for building public trust through opportunities. Currently, there are three different lines of effort across the installation management enterprise for public partnerships. The Army Secretariat provides overall approval for major partnerships.²⁶ The Assistant Chief of Staff for Installation Management (ACSIM) Partnership Section provides policy, oversight and implementation for partnership opportunities that installations can choose to implement.²⁷ The Land-Holding Commands are the third line of effort and serve as the execution arm for partnerships.²⁸ The Land-Holding Commands are Army Material Command, IMCOM, The Chief of the National Guard, and the Chief of the Army Reserve.²⁹ In regards to IMCOM, the Commanding General's 2017 *Annual Command Guidance* establishes the chain of command structure between the garrisons and the headquarters (HQ), in addition to highlighting the importance of IGSA's as a source for

partnership efficiencies.³⁰ In some cases, garrisons will develop partnership strategies through their respective Public Affairs Offices.³¹ While the decentralized nature of the sources of a public partnership strategy provides flexibility for garrisons, the lack of one strategy may not take advantage of the collective talent of the entire installation community.

People

Alignment of people is a key element for keeping organizations focused properly. Good organizations have systems in place to collect information from their employees about how well things are working. The Interactive Customer Evaluation system is an example which provides installation commanders direct feedback from customers.³² The system is integrated into personnel management to reward good performance, which helps influence groups to cooperate to achieve customer satisfaction. Additionally, the system is designed to consider employee satisfaction when processes are changed.³³ The key is that changes are not implemented in a vacuum. The people who are expected to operationalize strategic changes to the strategy are well integrated into the discussion at the onset and throughout the implementation.³⁴

The installation management enterprise faces challenges in how its people are aligned to implement a public partnership strategy. The chain of command between IMCOM HQ and the garrisons is well documented in the Commanding General's 2017 *Annual Command Guidance*. The Public Affairs Offices at the HQ level and at the garrison levels have clearly defined goals, objectives and metrics between the public partnership strategies and the people that are aligned to implement it.³⁵ Prior to the current Command Guidance, the IMCOM Commanding General was dual-hatted as the Assistant Chief of Staff of the Army for ACSIM, but IMCOM is now a direct reporting unit

to the Chief of Staff of the Army, with a separate subordinate chain of command of its garrisons (see Figure 2). Once the IMCOM structure separated from ACSIM, the Commanding General no longer has the dual role.³⁶ Now that IMCOM is a direct reporting unit to the Chief of Staff of the Army it has its own separate subordinate installation components. The allocation of people between the two distinct structures could prove problematic when working toward the proper alignment of a public partnership strategy. Alignment of people for partnerships allows the Army and the installation management enterprise to apply policy and execution support to subordinate elements to maximize opportunities.

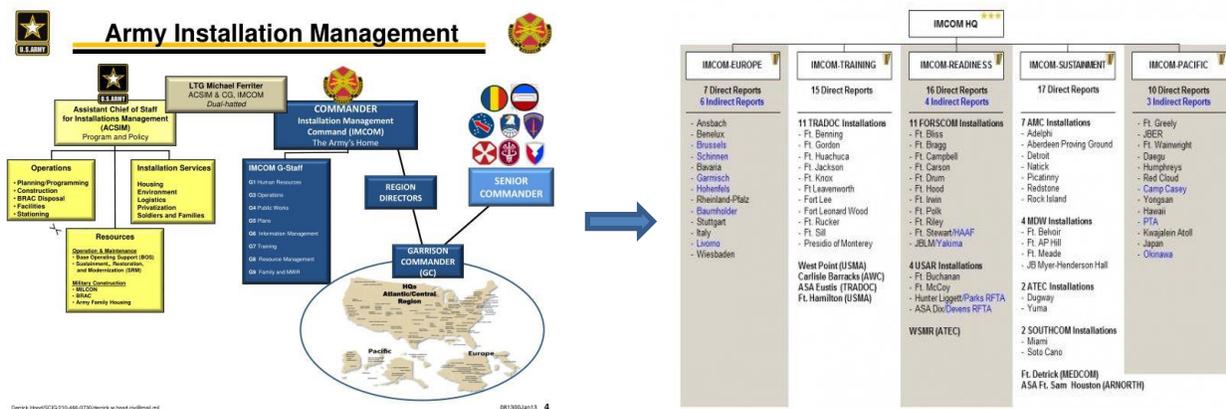


Figure 2. 2013 Army Installation Management Dual Structure Compared to 2018-2019 IMCOM Garrison Alignment³⁷

In addition to the Army Secretariat, ACSIM and the Land-Holding Commands, an additional stakeholder in the installation management enterprise is the Senior Commander found on each installation. Army Regulation 600-20 designates the senior ranking officer on each installation as the senior commander, thereby giving him or her command authority over all installation activities by setting priorities for the

garrison commander.³⁸ As a result, the garrison commander is influenced by four components in regards to partnerships: the Army Secretariat which provides overall approval, ACSIM which sets policy, the Land-Holding Command which provides execution support, and the Senior Commander who has indirect influence over partnership opportunities.³⁹ This creates challenges for alignment of people for partnerships, but it can be addressed through realignment recommendations.

Process

Process alignment, which include structures and functions, gives an organization the means to properly focus the strategy and the people allocated to implement the strategy with sound intent and mechanisms within the organization. Leaders in the organization care about how the work gets done as well as about the results.⁴⁰ The people within the organization constantly review their work processes to see how well they are functioning, and when something goes wrong, they correct the underlying reasons so they can deal with changes.⁴¹ This helps to ensure that processes are constantly reviewed to ensure they contribute to the achievement of strategic goals.⁴² Similar to the challenges with people, the divergent layout of IMCOM HQ to its garrisons, and ACSIM's relationship with the garrisons, may create some inconsistencies in the structure and processes for public partnerships. The Army Secretariat has developed an "Army of the Future" concept, in which 10 to 15 potential innovative partnerships are offered to garrisons.⁴³ However, this program is being developed between ACSIM and the Army Secretariat with the plan of bringing in IMCOM once data has been received from the garrisons.⁴⁴ Process alignment for partnerships allows the Army and the installation stakeholders to apply proper

procedures and systems to maximize opportunities to support the ultimate customer, the American people. This divergence of structure could prove problematic.

Customer

Customer alignment is as equally important as strategy, people and process. Good organizations include their customers in their focus. Good organizations maintain an agreed-upon prioritized list of what customers care about for each service that the organization provides.⁴⁵ They ensure that strategies are periodically reviewed to ensure the satisfaction of critical customer needs and they ensure that processes are reviewed regularly to ensure that they contribute to the attainment of customer satisfaction.⁴⁶ Installation Management Command has effective mechanisms for ensuring input from its customers. At the garrison level, customer satisfaction feedback surveys exist to provide direct feedback to the garrison commanders and their various sections.⁴⁷

Challenge of Alignment

Vertical alignment is the relationship between the strategy and the people within the organization who are allocated to implement the strategy. It ensures that the people are well integrated in strategy development before and during implementation (see Figure 3). Horizontal alignment is the relationship between the processes and functions of the organization and the customers that they are serving. It ensures that the constant evolution of the processes and functions take customer input into consideration. While installation management enterprise systems may be aligned for their overarching mission for their customers, alignment for partnerships have room for improvement, as evidenced in the dynamic command structure between the Army Secretariat, ACSIM, the Land-Holding Commands, the Senior Commanders and the garrisons. Historically,

the relationship between the garrison strategy, people, structure and its customers has proven to be beneficial throughout the history of public partnerships.

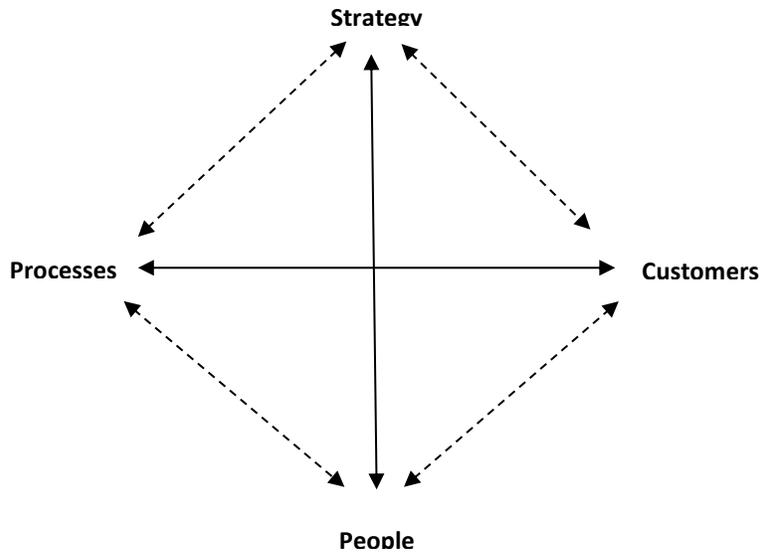


Figure 3. Horizontal and Vertical Full Alignment⁴⁸

History of Garrison Partnership Alignment Strategy with Local Communities

Early US Garrisons were aligned with the local population to provide security and defense from foreign aggression. One of the very first encampments was Fort Marion in Saint Augustine Florida which was initially called Castillo de San Marcos, and eventually became properties of the United States government after Spain ceded Florida.⁴⁹ The fort was co-used for prisoner housing, as well as integrated coastal defense along the Atlantic shoreline.⁵⁰ Carlisle Barracks in Pennsylvania was additionally one of the first cantonments, starting with an initial encampment by British troops in 1757 with further public partner development to support the Revolutionary War in 1777.⁵¹

As the US began to expand westward, garrisons were aligned with the local population to provide local internal security and police functions for settlers. In the mid-1800s, a unique combination of policy and discovery fueled the expansion from the

initial colonies to western territories. By 1861, almost 75% of the Army's soldiers served at dozens of posts west of the Mississippi River.⁵² The alignment between the national strategy, people, processes, structure and customer for westward expansion were a key cornerstone of United States history which lasted until the outbreak of the American Civil War.⁵³

As the US emerged as a global power at the turn of the 20th century, some garrisons were aligned with the population to support domestic-based power projection. Leading up to World War I, and the inter-wars years, the United States continued to evolve its Continental US (CONUS) base footprints as well as local partnerships to support troop and supply build-up to endure conflict. In 1938, the United States had fourteen military bases outside its continental borders.⁵⁴ By 1945, the United States had over 30,000 installations large and small in one-hundred different countries.⁵⁵ United States nuclear development and competition with the Soviet Union, further evolved basing strategies and partnership agreements with local communities.

Through the 1950s and up through the early 1960s, many overseas bases shared open security arrangements with the local communities, mainly as a means to promote similar ideologies and counter communist aggression.⁵⁶ Special local housing agreements and Status of Forces Agreements became common practice in arrangements between United States bases and the overseas communities where soldiers, civilians and families lived and worked.

By the 1960s, United States basing requirements began to steadily decline due to global resistance to colonization, and backlash over United States involvement in the Vietnam War.⁵⁷ Changes in the strategic environment coupled with budgetary issues

would push the United States to look for new ways to align its strategy with public partnership initiatives. The aftermath of the Vietnam War and the “peace dividend” that historically followed major combat operations forced the United States to relook its defense budget, force structure and reductions.⁵⁸

The scale of cuts forced the Defense Department to look across the enterprise for significant cost-savings measures. This approach began to significantly stress the connection between military personnel and civilian communities, as the military determined that it was cheaper to have military personnel and families live off base with a subsidy rather than maintain a base structure that supported Cold War era forces.⁵⁹ The shift from a conscription force to an all-volunteer force pushed the military to further work to break down the barriers between soldiers and their local communities, over concern of creating a significant cultural divide between the military and civilian components of US society.⁶⁰

Traditional Cold War bases were eventually no longer needed on the historical massive scale, which resulted in several base closures and realignments across the United States and Europe, where functions were consolidated in strategic locations.⁶¹ The retraction of basing footprints globally and in the United States relieved some budgetary pressure, but also created new pressure in the political realm. The booming business of basing development through the 20th century created a mutual relationship between the Defense Department and the communities across the country here in the United States and abroad as local communities benefited significantly from the presence of bases.

Funding issues led to decisions to eliminate various bases through the Base Realignment and Closure Program (BRAC). Defense officials faced unique pressure from Congressional officials in the United States, who feared backlash from their local constituencies when the decisions became public about potential base closures in their towns. The BRAC program stressed the alignment between military basing strategy and the local public partnerships that evolved over the century.⁶²

The Global War on Terror had an impact on basing strategy. Security of base facilities became paramount, as bases contracted more functions within their perimeters. This created and reinforced perceptions of a divide between military bases and the local communities where they coexisted.⁶³ Global basing strategy was further modified, through the development of cooperative security locations, which were designed to provide basing support to forward deployed forces without the massive scale footprint of traditional posts.⁶⁴

In summary, basing strategy has evolved significantly since the inception of the first garrisons in the United States. From the colonial common defense against external aggression, to the westward expansion in support of the nation's development, to the global force projection and Cold War posture requirements, public partnership strategies have been a significant guide for military post development. Each phase of United States history required a new assessment of how well the basing strategy, people, processes and customer requirements were aligned. The change in the current security environment has pushed the Department of Defense to re-examine its global posture strategy, while creating new opportunities to consider formulizing public partnerships that have evolved over time, as well as considering new partnerships in conjunction with

local communities and global partners. Current and future partnership opportunities provide a foundation for realignment.

Current and Future Partnerships

The *Budget Control Act* of 2011 drove the installation management enterprise to pursue more partnerships as a means to find innovative ways to provide base services.⁶⁵ Intergovernmental Support Agreements, were one of the first major initiatives for greater partnership development. The IGSA's as outlined in the *National Defense Authorization Act* (NDAA) of 2013, provides a framework for expanding current partnership opportunities and setting the conditions for future opportunities.⁶⁶ Intergovernmental Support Agreements serve as a vehicle for public private partnerships. *National Defense Authorization Act* Section 331 (codified in Title 10 United States Code 2336) authorized the Military Services to enter into Intergovernmental Support Agreements for installation support services with local or State governments if in the best interests of the Department (e.g., increase efficiency or lower cost).⁶⁷ The program has five major objectives: cost savings, cost avoidance, creating efficiencies, enhancing training opportunities, and building even stronger community bonds.⁶⁸ The ultimate benefit of the program is to improve overall Army Readiness through partnerships.⁶⁹ Despite the intentions of the program, it experienced slow growth and usage from garrison leaders. This was due to extensive resistance to legal requirements and oversight that accompany any IGSA pursuits.⁷⁰ The Army Secretariat has designated IGSA's as a priority and has taken steps to address the barriers.⁷¹ In January 2018, ACSIM authorized approval authority with the Land-Holding Commands, for all IGSA request of 250K or less.⁷²

Utilities partnerships with local communities provide a significant success story in regards to public partnerships as well as cost savings. The basic requirement of services for utilities is a common necessity for installations and the local communities. Utility partnerships have been at the forefront of Defense saving plans. The Army has had an aggressive program to reduce energy consumption since the 1980s. Installation demands for energy has risen significantly with the advent of computers and other modernizations, making it more difficult for posts to control rising costs.⁷³ Despite efforts to find cost-cutting measures, returning troop deployments and rising demand for base services are creating an expectation of increased utility demand in the future.⁷⁴

Installations currently align public partnerships with local utility companies. The primary method is to establish a Utility Energy Service Contract (UESC). A UESC is a partnership between the installation and a local utility company that enables the implementation of energy efficiency projects. It allows the utility company to provide the installation comprehensive energy and water efficiency improvements and demand reduction services.⁷⁵

A second successful method has been the use of Utility Service Contracts. Utility Service Contracts provide energy utility distribution and transmission systems on installations and can be used to sole source some energy efficiency projects.⁷⁶ The ACSIM has assisted various garrisons with establishing systems to implement utility partnerships. Fort Belvoir is one of the most recent examples of a successful alignment for a public partnership with a local utility company, and this example could be applied across other areas within the installation footprint.⁷⁷

Research partnerships with local schools and colleges are another example of success. Over the last few years, the Army has taken a deliberate approach to formalizing relationships with various colleges and institutions. In July 2017, Army University and Park University established an agreement to seek collaborative solutions to address military-civilian educational issues that are in the best interest of providing a world-class educational experience for all military service members. The agreement includes negotiation for joint partnership opportunities, possible mutually beneficial research initiatives, a pledge to develop a reciprocal “visiting” professor exchange between the universities and opportunities to collaborate on symposiums and other similar events.⁷⁸

The US Army Research Laboratory has also taken deliberate steps to formalize partnerships with education institutions. The US Army Research Laboratory is part of the US Army Research, Development and Engineering Command, which has the mission to provide innovative research, development and engineering to produce capabilities for decisive overmatch to the Army against the complexities of the current and future operating environments in support of the Joint Warfighter and the Nation.⁷⁹ The US Army Research Laboratory has recently established regional partnerships with specific universities to enhance its growing global science and technology ecosystem.⁸⁰

The Army’s new Cyber Command additionally established a partnership agreement with the University of Georgia to pursue technological pursuits in the world of cyber.⁸¹ Each of these examples provide partnership opportunities that were developed by independent entities. A holistic strategy approach under an Army umbrella would be

an efficient method to align all of the resources and brain power to effectively expand this partnership opportunity.

Garrison partnership with local communities for child care support is an area that can be considered for a future partnership opportunity. Feedback data from garrisons reveal that the Army's child care service program is considered significantly higher quality than state and national standards dictate.⁸² Fort Bragg in particular provides child care that far exceeds the quality available in the local community at the same price rate.⁸³ Full service partnerships with local communities could be a beneficial step to serve the needs of both the Army and their local partners. The Army has a current program in place that could be expanded and aligned across all stakeholders.

The Army's Off-Post Community Based Child Care Program provides information to Army Families located on the installation or in areas where no military child care and youth programming is offered or is unavailable at installations due to high demand. The local post programs maintain a network of local delivery systems through which the Army provides quality, affordable, available, and accountable childcare and youth programs for Army Families.⁸⁴ The Army Child Care in Your Neighborhood, Army School Age Programs in Your Neighborhood, Operation: Military Child Care, Military Child Care in Your Neighborhood, and Army Child Care Fee Assistance Program, all provide services based on the unique needs of Army families that require off-post child care options.⁸⁵ An aligned program across the installation management enterprise would be a significant partnership opportunity, by utilizing the existing frameworks that already exist.

Security partnerships with local communities is an additional success story in regards to public partnerships. The basic fundamentals of security are similar for soldiers on installations and local civilians. The security environment after 9/11 fundamentally changed post security procedures, while also creating partnership opportunities. The attacks on September 11, 2001 had a significant impact on security procedures across the country. Army installations went through significant changes in their processes and procedures for base access. Prior to 9/11, the majority of CONUS Army bases were generally open to public access. This allowed for a routine flow of local citizens to access certain base functions. After the attacks, the Army directed installation commanders to immediately implement tight base access procedures, prohibiting routine access to the local population.⁸⁶ Overseas deployments created new requirements to expand security support to the private sector.⁸⁷ On each anniversary of the 9/11 attacks, installations increase their security postures while enhancing vetting procedures as a means of deterrence.⁸⁸

The new environment has created an industry devoted to installation security, which constantly evolves to the next best system designed to further vet local access to posts.⁸⁹ The secondary effect of the new security environment has been a perceived and actual isolation between local installations and the communities that they coexist with. Local civilians have limited access to installations, unless they have specific business to attend to and they have the required security waivers that allow them to visit the posts.

Despite the secondary effect, the environment itself offers a partnership opportunity for the Army. Several installations have developed security partnerships

with local communities. In many cases, Army installations have security systems that provide them situational awareness on criminal activity in and around their bases, and they have developed formalized methods to share the information with local police forces.⁹⁰ In some cases, installation first response systems have been successfully integrated with local government systems in areas such as fire response and emergency medical response.⁹¹ The result has been a mutual relationship between local installations and police, fire and medical forces.

Security partnerships, along with the others listed, are similar to the many relationships between installations and the local communities that go back to the initial inception of the United States, up through westward expansion, global power projection, and the new post-Cold War and 9/11 environment. It demonstrates examples of how installation stakeholders have successfully aligned strategy, people and functions in the past, and can continue to do so in the future.

Several barriers to future partnerships must be addressed in order to successfully align stakeholders. This paper will now focus on certain legal, cultural and security barriers that may affect the Army's ability to develop an aligned strategy for public partnerships.

Barriers to Partnership Opportunities

There are barriers that affect the ability to align installation stakeholders for public-private partnerships. A recent study on public-private partnerships by the Rand Corporation identified four primary barrier areas. The first area is common to all installation stakeholders. These include: cultural differences between the military installations and communities, resistance to change by individuals and groups, partner(s) not able or willing to make the commitment required, deciding how to manage

and share risks, and place-specific partnership opportunities and obstacles based on unique local circumstances.⁹² The second barrier area relates directly to the local communities. These include: little community interest or political support for partnering, staffing issues within the community, communication roadblocks with military installations, frustration with the slow military decision-making and approval processes relative to the community's processes, and constraints on community capacity and expertise.⁹³ The third barrier area is related to actual implementation of public-private partnerships. These include: installations not wanting to partner with the community, installation staffing issues, installation communication challenges, security and access concerns on the installation and assessing the partnership in relationship to other activities.⁹⁴ The fourth barrier area relates to the ability to maintain and contract a partnership once it is put in place. These include: determining which authority and what type of agreement to use for the partnership, installation and community lawyers, contracting personnel and other staffing disagreeing on the specific terms of the partnership agreement or contract, an installation's inability to appropriately monitor performance and provide contract oversight and the agreement or contract not having sufficient flexibility to change over time given changes and challenges that arise.⁹⁵

In addition to these barriers, one of the most significant legal barrier relates to the *Federal Acquisition Regulation (FAR)*, which outlines federal government requirements for procurement of goods and services.⁹⁶ In 2013, after the NDAA authorization was issued to promote public-private partnerships, the Army Secretariat only received 16 partnership concepts from garrisons.⁹⁷ The number jumped to 75 concepts in 2014 with an additional 80-100 anticipated for FY18, due in large part to IMCOM's push to

streamline FAR clarification for garrisons.⁹⁸ Additionally, the NDAA eventually relaxed some of the legal requirements, by placing IGSA's out of the acquisition bin and into the real estate bin, thus reducing significant approval hurdles.⁹⁹ Another barrier to consider is the need for additional legislation to ensure smooth implementation of future partnerships.¹⁰⁰ Despite these barriers, there are realignment steps that installation stakeholders can take to successfully posture for public-private partnerships.

Recommendations For Rapid Realignment for Partnerships

Realignment is an appropriate framework for a strategy for public-private partnerships. The Army must realign partnership efforts to gain efficiencies. Understanding the core environmental factors (history, partnership opportunities, recognition of barriers) provide a start point for realignment. Resetting the culture of the stakeholders is the first step.

Culture is the secret sauce to rapid realignment.¹⁰¹ It is the critical tool for realigning all stakeholders within an organization toward change.¹⁰² In the case of public-private partnerships, setting the tone of culture for installation stakeholders has already originated from the Secretary of the Army (SECARMY).¹⁰³ The SECARMY has made partnership a clear priority, as a means to help improve overall Army readiness.¹⁰⁴

For people realignment, stakeholders could utilize an existing dual-status commander (DSC) framework that exist for national disaster responses.¹⁰⁵ Civil Support, Joint Publication JP3-28 states,

A DSC is a commissioned officer of the Regular Army or Air Force or a federally recognized ARNG or ANG officer authorized, pursuant to Title 32, USC, Section 315 or 325, by SecDef, with the consent of the applicable governor of a state, to exercise command on behalf of, and receive separate orders from, a federal chain of command and exercise

command on behalf of, and receive separate orders from, a state chain of command.¹⁰⁶

The DSC framework is designed to provide a link between two distinct, separate chains of commands, which could be applied to the garrison construct. This framework could be used to designate the best lead agency among the three stakeholders for a public-private partnership task force. Process realignment could be achieved by standing up a joint public-private task force, consisting of planners from the Army Secretariat, ACSIM, the Land-Holding Commands and Senior Installation Commander representatives. Finally, customer realignment could be achieved by taking direct input from key local communities, where public-private partnerships have been successfully implemented.

Next Steps

Realignment for public-private partnership starts by synchronizing the priorities of the stakeholders (Army Secretariat, ACSIM, Land-Holding Commands, Senior Commanders). The first recommended step is to conduct a public-private partnership leadership conference between the stakeholders. The conference would serve to shape the public-private partnership environment from all perspectives, define the problem for public-private partnerships, develop a strategy, then determine the best operational approach to take to address it. Ideally, the stakeholders would stand up a Public-Private Partnership Task Force. They could determine which partnership opportunities are best addressed at the Army Secretariat level, the ACSIM level, or the Land-Holding Command level.

A precedent for focusing issues at the installation level with IMCOM input is the Regional Installation Support Teams program, which were designed to act as a liaison between Garrisons, IMCOM Regional Directorates, and installation Senior

Commanders.¹⁰⁷ The program had friction, since many installation commanders chose to stand up their own support teams for base planning, utilizing personnel from their own staffs.¹⁰⁸

Another precedent is the relationship between the United States Army Special Operations Command (USASOC) and installation Senior Commanders. Special Forces Groups remain under the USASOC and US Special Operations Command umbrella for policy, funding and priorities, despite occupying space on several installations owned by Senior Commanders across the country.¹⁰⁹ This construct provides alignment of the special forces units, without major oversight and input from installation Senior Commanders.

In summary, a joint conference to coordinate all public partnership efforts could help set the pathway and avoid establishing conflicting force structures. The stakeholders could conclude the conference with one strategy for public-private partnerships, to set the conditions for a way ahead. The way ahead would be a significant step in helping strengthen civil-military relations. Public-private partnerships could eventually become a major cornerstone in reinforcing the importance of the mutually supporting relationship between the Army and the civilian population that it serves.

Conclusion

Garrison's public partnerships are an effective tool for the United States Army to find fiscal efficiencies and promote civil-military relations through opportunities with local communities. Garrison partnerships provides an opportunity for the Army to further bridge the gap in civil-military relations and improve the public trust. The erosion of public trust may affect the Army's ability to continue to obtain the necessary funding and

support to accomplish their missions outlined in strategy documents and the Constitution. Promoting civil-military relations through Garrison partnerships with local communities is important because the public trust in the Army may be at stake in the near future. Partnerships promote cost savings, cost avoidance, create efficiencies, enhance training opportunities, and build stronger community bonds all while improving overall Army readiness. Our historical experiences between garrisons and local communities demonstrates how we have successfully done this before. Despite changes in organizational command structure and barriers, rapid realignment is possible through cultural focus and leadership. Like any successful organization, the Army must continue to find ways to realign itself to face challenges of the present and the future. Public-private partnerships is one opportunity where realignment is possible, and imperative.

Endnotes

¹ Beth Lachman, Susan Resetar, and Frank Camm, *Military Installation Public-to-Public Partnerships: Lessons from Past and Current Experiences* (Washington, DC: Arroyo Center, 2016).

² Ibid.

³ Ibid.

⁴ Donald J. Trump, *2017 US National Security Strategy* (Washington DC: The White House, 2017), 1.

⁵ Ibid.

⁶ LTG Kenneth Dahl, *IMCOM 2017 Annual Command Guidance* (Fort Sam Houston, TX: Headquarters, U.S. Installation Management Command, August 14, 2017).

⁷ Ibid.

⁸ Lachman, Resetar, and Camm, *Military Installation Public-to-Public Partnerships*.

⁹ David Barno and Nora Bensahel, "Lying to Ourselves: The Demise of Military Integrity," March 10, 2015, linked from the *War on the Rocks Home Page* at "Special Series - Strategic Outpost," <https://warontherocks.com/2015/03/lying-to-ourselves-the-demise-of-military-integrity/> (accessed January 15, 2018).

¹⁰ COL Kimberly Peebles, *Unleashing the Power of Alignment on Army Installation Management*, Student Research Paper (Carlisle Barracks, PA: US Army War College, 2016), 5.

¹¹ George Labovitz and Victor Rosansky, *The Power of Alignment: How Great Companies Stay Centered and Accomplish Extraordinary Things*, 1st ed. (Canada: John Wiley & Sons INC, 1997), x.

¹² Ibid.

¹³ Dahl, *IMCOM 2017 Annual Command Guidance*.

¹⁴ Ibid., 7.

¹⁵ Dahl, *IMCOM 2017 Annual Command Guidance*.

¹⁶ Ivan Bolden, Assistant Chief of Staff for Installation Management Partnership Section, phone interview, November 13, 2017.

¹⁷ Ibid.

¹⁸ George Labovitz, and Victor Rosansky, *Rapid Realignment: How to Quickly Integrate People, Processes, and Strategy for Unbeatable Performance* (New York: McGraw-Hill, 2012), 12.

¹⁹ Ibid., 68-70.

²⁰ Ibid.

²¹ Ibid.

²² Ibid.

²³ Ibid., 52.

²⁴ Ibid., 53-55.

²⁵ Ibid.

²⁶ Bolden, phone interview.

²⁷ Ibid.

²⁸ Ibid.

²⁹ Ibid.

³⁰ Dahl, *IMCOM 2017 Annual Command Guidance*.

³¹ Carol Kerr and Tom Zimmerman, Public Affairs Office, interview, Carlisle Barracks, January 14, 2018.

³² Bolden, phone interview.

³³ Labovitz and Rosansky, *Rapid Realignment*, 53-55.

³⁴ Bolden, phone interview.

³⁵ Dahl, *IMCOM 2017 Annual Command Guidance*.

³⁶ Bolden, phone interview.

³⁷ MG John Uberti, "Installation Management Update: Association of Defense Communities," briefing slide 4, January 15, 2013, www.slideserve.com (accessed January 18, 2018); Public Works Digest, "IMCOM Transfers Regions Into New Directorates," January 24, 2017, linked from the U.S. Army Home Page at "Directorates," https://www.army.mil/article/181181/imcom_transforms_regions_into_new_directorates (accessed January 30, 2018).

³⁸ Headquarters, Department of the Army, *Army Command Policy*, Army Regulation 600-20 (Washington, DC: Headquarters, Department of the Army, 2014), 7-11.

³⁹ Ibid.

⁴⁰ Labovitz and Rosansky, *Rapid Realignment*, 54.

⁴¹ Ibid.

⁴² Ibid.

⁴³ Bolden, phone interview.

⁴⁴ Ibid.

⁴⁵ Labovitz and Rosansky, *Rapid Realignment*, 53.

⁴⁶ Ibid.

⁴⁷ Tom McCollum, Public Affairs Office: USAG FT Bragg, phone interview, December 5, 2017.

⁴⁸ Labovitz and Rosansky, *Rapid Realignment*, 36.

⁴⁹ Construction Service - Quartermaster Corps, *A Catalogue of an Exhibit Presenting a Pictorial History of the Housing of the Army* (Washington: US Army, 1927), 7.

⁵⁰ Ibid.

⁵¹ Ibid., 15.

⁵² Gregory Shine, National Park Service and Portland State University, “The War and Westward Expansion,” linked from the *National Park Service Home Page*, <https://www.nps.gov/articles/the-war-and-westward-expansion.htm> (accessed December 3rd, 2017).

⁵³ Ibid.

⁵⁴ Catherine Lutz, *The Bases of Empire: The Global Struggle Against US Military Posts* (New York: New York University Press, 2009), 10.

⁵⁵ Ibid.

⁵⁶ Ibid., 17.

⁵⁷ Ibid.

⁵⁸ David Sorenson, *Military Base Closure: A Reference Handbook* (Westport, CT: Praeger Security International, 2007), 3.

⁵⁹ Ibid.

⁶⁰ Ibid.

⁶¹ Ibid., 22.

⁶² Ibid., 78.

⁶³ Carol Kerr and Tom Zimmerman, interview.

⁶⁴ Lutz, *The Bases of Empire*, 20.

⁶⁵ Bolden, phone interview.

⁶⁶ Futures and Assessments Division, *Standard Operating Procedures (SOP) INSTALLATION MANAGEMENT COMMAND (IMCOM) G3/5/7 (FAD)* (Fort Sam Houston, TX: Headquarters, Installation Management Command, 2016).

⁶⁷ Ivan Bolden, and Donna Wilhoit, “Intergovernmental Support Agreements,” linked from the *U.S. Army Home Page* at “Residential Communities Initiative,” www.rci.army.mil (accessed December 11, 2017).

⁶⁸ Office of the Assistant Chief of Staff for Installation Management (OACSIM), “Intergovernmental Support Agreements (IGSAs),” linked from the *U.S. Army Home Page* at “Office of the Assistant Chief of Staff for Installation Management,” www.acsim.army.mil (accessed December 11, 2017)

⁶⁹ Ibid.

⁷⁰ Ibid.

⁷¹ Ibid.

⁷² Bolden, phone interview.

⁷³ Beth Lachman et al., *Making the Connection: Beneficial Collaboration Between Army Installations and Energy Utility Companies* (Washington, DC: Arroyo Center, 2011), 5-6.

⁷⁴ William Scott Farrow, "New Interim Guidance Published, Assists Army Garrisons, Tenants with Utility Rates," December 14, 2012, linked from the *U.S. Army Home Page*, https://www.army.mil/article/93033/new_interim_guidance_published_assists_army_garrisons_tenants_with_utility_rates (accessed January 15, 2018).

⁷⁵ Ibid., 18-20.

⁷⁶ Ibid., 28-30.

⁷⁷ OACSIM, "Intergovernmental Support Agreements (IGSAs)."

⁷⁸ Brad Biles, "Park University, Army University Sign Partnership Agreement," July 17, 2017, <https://www.park.edu/news/park-university-army-university-sign-partnership-agreement/> (accessed December 14, 2017)

⁷⁹ ARL Public Affairs, "U.S. Army Research Laboratory Announces New Partnership," October 19, 2017, linked from the *U.S. Army Home Page* at "Public Affairs," https://www.army.mil/article/195649/us_army_research_laboratory_announces_new_partnership (accessed December 16, 2017)

⁸⁰ Ibid.

⁸¹ Associated Press, "University of Georgia, Army Cyber Command Eye Partnerships," *Seattle Times Online*, December 10, 2017, <https://www.seattletimes.com/nation-world/university-of-georgia-army-cyber-command-eye-partnerships/> (accessed December 16, 2017).

⁸² Devon Suits, "Army Leaders Reaffirm Family Readiness as High Priority," October 12, 2017, linked from the *U.S. Army Home Page* at "Public Affairs," https://www.army.mil/article/195141/army_leaders_reaffirm_family_readiness_as_high_priority (accessed February 10, 2018).

⁸³ McCollum, phone interview.

⁸⁴ My Army Benefits, "Off-Post Community Based Child Care Programs," February 19, 2016, www.myarmybenefits.us.army.mil (accessed December 16, 2017)

⁸⁵ Ibid.

⁸⁶ IMCOM Public Affairs, "Army to Hire 3,000 Security Guards," April 7, 2010, www.army.mil (accessed December 17, 2017).

⁸⁷ Ibid.

⁸⁸ Luis Martinez, "Military Raises Security Status at US Bases Because of ISIS Threat," *ABC News Online*, May 8, 2015, <http://abcnews.go.com/Politics/military-raises-security-status-us-bases-isis-threat/story?id=30902427> (accessed December 17, 2017).

⁸⁹ Amy Bushatz, *New Security Policy to Tighten Gate Restrictions*, December 2017, linked from the *Military.Com Home Page* at "News," <https://www.military.com/daily-news/2014/08/13/new-security-policy-to-tighten-gate-restrictions.html> (accessed December 17, 2017).

⁹⁰ Carol Kerr and Tom Zimmerman, interview.

⁹¹ *Ibid.*

⁹² Lachman, Resetar, and Camm, *Military Installation Public-to-Public Partnerships*, xvii.

⁹³ *Ibid.*

⁹⁴ *Ibid.*

⁹⁵ *Ibid.*

⁹⁶ *Ibid.*

⁹⁷ Bolden and Wilhoit, *Intergovernmental Support Agreements*.

⁹⁸ *Ibid.*

⁹⁹ Bolden, phone interview.

¹⁰⁰ Bolden, phone interview.

¹⁰¹ Labovitz and Rosansky, *Rapid Realignment*, 125.

¹⁰² *Ibid.*

¹⁰³ Bolden, phone interview.

¹⁰⁴ *Ibid.*

¹⁰⁵ U.S. Joint Chiefs of Staff, *Defense Support of Civil Authorities*, Joint Publication 3-28 (Washington, DC: U.S. Joint Chiefs of Staff, July 31, 2013), C-1.

¹⁰⁶ *Ibid.*

¹⁰⁷ Ned Christensen, "Training, Rehearsals Aim to Start RISTs on the Right Foot," October 8, 2009, linked from the U.S. Army Home Page at "Public Affairs," https://www.army.mil/article/28520/training_rehearsals_aim_to_start_rists_on_the_right_foot (accessed February 9, 2018).

¹⁰⁸ Bolden, phone interview.

¹⁰⁹ Headquarters, U.S. Special Operations Command, *United States Special Operations Command Special Operations Forces Operating Concept* (MacDill AFB, FL: USSOCOM, February 1, 2016), 7.