



**DEFINING THE FUTURE
OF MILITARY-COMMUNITY
COLLABORATION**

PARTNERSHIP ROADMAP



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ADVANCING THE FUTURE OF AMERICA'S DEFENSE COMMUNITIES THROUGH PARTNERSHIPS

As part of ADC's 50th Anniversary plan, one of four key strategies is to "launch the next evolution of America's defense communities by realizing the vision of being one community." This strategy is guided by two major goals: (1) Reinforce the enduring interdependence between America's defense communities and our military partners; (2) Expand the vision of interdependence to encompass a broader focus on mission assurance.

To drive this effort, ADC convened a dedicated workgroup to develop a long-term vision and roadmap for military-community collaboration over the next 5, 10, and 20 years. Over the past six months, this workgroup has gathered insights through various initiatives, including ADC Connect, a stakeholder engagement event held in July 2024.

In October 2024, ADC released its initial findings in a report titled "Defining the Future of Military-Community Collaboration: Ideas and Opportunities." Following the report's release, ADC solicited feedback and initiated a prioritization process, the results of which are outlined in the attached Partnership Roadmap. A summary of this process is provided in Table 1.

Once this document is formally approved by the ADC Board, we will introduce the plan to our members and key stakeholders, launching a collaborative implementation process. This next phase will fully integrate the roadmap across ADC, including forming a Partnership Roundtable to guide ongoing



collaboration, developing proposals for ADC's Federal Outreach Advisory Council (FOAC), and aligning the roadmap concepts with ADC's overall strategic priorities. These steps will ensure military-community partnerships continue to evolve in a way that strengthens mission assurance, lethality and readiness.

STRENGTHENING BOTH NATIONAL SECURITY AND THE IMPACT OF DEFENSE COMMUNITIES

Through this initiative, ADC is committed to strengthening both national security and the impact of defense communities by fostering deeper partnerships and reinforcing the vital role of military-community collaboration. We believe that through these partnerships, America's defense communities are essential to national security, enhancing mission readiness, expanding capabilities, and improving efficiency and cost savings for the military.

These recommendations were developed in collaboration with our communities and reflect a shared vision for sustaining and enhancing military installations. While ADC does not control DoD policy, the collaborative nature of this program underscores the importance of continuing to advance this roadmap. By working together, we can ensure that both military installations and their surrounding communities thrive, creating long-term benefits for national security and local economies.



2024	2024	2024	2025	2025-2028+
INPUT & RESEARCH	IDEAS AND OPPORTUNITIES REPORT	PRIORITIZATION (SEE ATTACHMENT)	ROADMAP <ul style="list-style-type: none">■ APPROVAL■ LAUNCH	ACTIONS <ul style="list-style-type: none">■ POLICY■ PROGRAMMATIC■ STRATEGIC



EVOLUTION AND IMPACT OF MILITARY-COMMUNITY PARTNERSHIPS

U.S. military installations have long collaborated with local communities, playing a key role in protection and disaster relief. Many early bases were established to support settlers and safeguard expansion routes. In the 20th century, as military missions grew globally, installations expanded, often in rural areas. Over the past 50 years, urban growth has brought communities closer to bases, strengthening military-community ties. Following the Vietnam War, the Base Realignment and Closure (BRAC) process reshaped the military footprint, impacting hundreds of bases and their surrounding communities. As communities adjusted, sustaining local military missions became essential for regional economic stability, prompting the need for stronger military-community collaboration.

The Rise of Military-Community Partnerships

To formalize these relationships, military-community partnerships took shape, allowing installations and local governments to share resources and services. These agreements—both formal and informal—expanded to cover firefighting, emergency medical response, infrastructure maintenance, and specialized equipment access. Over time, they also incorporated recreation access, family support services, and transportation. Benefits include cost savings, improved service quality, greater efficiency, and stronger community ties. One of the most successful early examples was the Monterey Model, launched in 1998 in Monterey, California. Led by the City of Monterey, this initiative established a framework for the city to provide municipal services to the Army's Defense Language Institute and the Naval Postgraduate School. This partnership enhanced mission effectiveness and achieved significant cost efficiencies.

Legislative Evolution and Expansion

The Monterey Model's success led to pilot programs and, ultimately, new legal authorities for military-community partnerships. The 2013 National Defense Authorization Act (NDAA) (Sec. 331) provided statutory authority under 10 U.S.C. Sec. 2336, allowing installations to partner with state and local governments for support services. The 2015 NDAA (Sec. 351) refined this authority, transferring Intergovernmental Support Agreements (IGSAs) to 10 U.S.C. Sec. 2679, streamlining agreements and removing certain procurement regulations to make them more flexible and easier to implement.

While IGSAs remain a key focus, the DoD also supports collaboration through programs like:

- **Readiness and Environmental Protection Integration (REPI):** Preserves military training areas by partnering with local governments and conservation groups.
- **Office of Local Defense Community Cooperation (OLDCC):** Helps communities adjust to BRAC closures, base expansions, and other defense-related changes.
- **Local Partnerships:** Many installations develop unique agreements outside IGSA frameworks, tailoring solutions to specific community needs.

Challenges and Future Considerations

The scale and impact of military-community partnerships continue to grow, including national-level collaborations aimed at reducing costs and increasing efficiency. However, challenges remain. Legal complexities, administrative hurdles, and the need for clearer guidance slow adoption. As these partnerships evolve, ensuring accountability, performance monitoring, and risk management will be essential to their long-term success.

The Partnership Roadmap identifies goals and actions around three key areas:



CAPACITY

Strengthen the impact of partnerships by investing in education, awareness building and the capacity of both communities and installation to support partnerships.



IMPACT

Expand the use and impact of a broad range of partnership tools that support both mission assurance, lethality and quality of life.



INTEGRATION

Build institutional acceptance of partnerships in DoD, the Services and at the installation level.

PHASE I – IMMEDIATE PRIORITIES (NEXT 12-18 MONTHS)

Summary:

- **Establish a Community of Practice**
Launch an initial platform outside the DoD to share resources and best practices on partnerships and installation readiness. Actions include developing a plan, securing support, and initiating development.
- **Engage Installation Leaders**
Create tools and resources, including a “Partnership 101” guide, to provide new installation leadership with community-focused insights into partnerships.
- **Champion DoD Installation Readiness Programs**
Promote awareness, refine strategies, and advocate for funding to expand the OLDCC Installation Resilience Program’s impact.
- **Build Support and Integration**
Facilitate forums to address stakeholder issues, develop processes to manage challenges, and strengthen DoD and Congressional understanding to ensure long-term buy-in.

Details:

Category	Goal	Actions
Capacity	Establish a Community of Practice Develop, design, and launch the initial phase of a “Community of Practice” outside the DoD. This platform will provide a comprehensive, cross-departmental, and cross-community resource for sharing information on partnership mechanisms and installation readiness initiatives between communities and the military.	<ul style="list-style-type: none"> ■ Establish a detailed plan and concept. ■ Identify and secure internal DoD support. ■ Determine pathways to advance the concept. ■ Initiate development efforts.
Capacity	Engage Installation Leaders Develop and implement initial tools and resources to engage new installation leadership. These tools will equip installation staff and commanders with valuable insights into partnerships from the community’s perspective.	<ul style="list-style-type: none"> ■ Identify easy-to-implement tools that leverage existing resources. ■ Develop a “Partnership 101” guide tailored for installation leaders. ■ Launch and disseminate the resources.
Impact	Champion DoD Installation Readiness Programs – (1) Promote awareness of the OLDCC Installation Resilience Program and its role in enhancing readiness for installations and communities, while developing strategies to expand its impact; (2) Collaborate with OLDCC to refine the program, support its growth, and advocate for increased funding.	<ul style="list-style-type: none"> ■ Collaborate with communities to enhance their understanding of the program using ADC’s resources and information tools. ■ Create and implement plans to broaden the program’s reach and amplify its impact.

Category	Goal	Actions
Impact	<p>Share the Partnership Story Advocate for the creation of an annual DoD Partnership Report for Congress. This report would showcase key projects, their impacts, and provide valuable data and insights for a diverse range of stakeholders.</p>	<ul style="list-style-type: none"> Work with key stakeholders to refine the concept. Draft and promote Congressional language to establish the requirement.
Impact	<p>Lay the Foundation for Future Partnership Legislation Refine and promote key concepts for a legislative package targeted for introduction in 2026. See Phase II for additional details.</p>	<ul style="list-style-type: none"> Create a white paper outlining key ideas. Refine concepts and draft detailed language. Develop strategies to advance the proposal
Impact	<p>Begin Outreach to Broaden Dod Partnership Authority Explore opportunities to include mission-adjacent agencies such as the Coast Guard and VA.</p>	<ul style="list-style-type: none"> Continue outreach to agencies like USCG Invite other agencies to be part of IIF
Integration	<p>Create a Forum for Addressing Stakeholder Issues Facilitate discussions to understand and resolve external challenges affecting DoD's partnership program, including concerns from the small business community currently providing services that may be impacted by IGSA's.</p>	<ul style="list-style-type: none"> Establish a partnership roundtable to unite key groups in identifying and resolving issues. Develop a process to ensure ongoing management of critical issues.
Integration	<p>Build DoD Support and Understanding Implement strategies to strengthen and expand internal institutional acceptance of the partnership program across the DoD, Military Services and Congress to ensure the long-term sustainability and buy-in at all levels.</p>	<ul style="list-style-type: none"> Develop messaging and informational tools to introduce the partnership program to new leaders within the DoD and on Capitol Hill. Collaborate with members to engage and educate stakeholders. Identify ways partnerships can align with and support new DoD goals and strategies.

PHASE II (YEAR 2-3)

Summary:

- **Expand and Enhance the Community of Practice (CoP)**

Develop a cross-service resource center, searchable database of partnership programs, and online training tools, while ensuring long-term sustainability through strategic planning and funding.

- **Equip and Support Installation Leaders**

Provide tailored tools, curriculum, and training to empower installation staff and commanders with the knowledge and strategies needed to foster and sustain partnerships.

- **Strengthen Policy and Advocacy Efforts**

Advance legislative initiatives to expand partnership programs, improve stability, and reinvest savings into key initiatives, while aligning efforts with DoD priorities and addressing stakeholder needs.

- **Promote Collaboration and Engagement**

Foster regular engagement with community and state leaders, enhance synchronization across military services, and ensure partnerships at all levels support both local and broader DoD goals.

Details:

Category	Goal	Actions
Capacity	Community of Practice Expand and enhance the CoP to include a cross-service resource center, a comprehensive database of partnership programs, and a robust online training program.	<ul style="list-style-type: none"> ■ Expand platform resources to include key source documents and examples of IGSA's. ■ Create a searchable database of partnership projects for easy access and reference. ■ Enhance tools for learning and engagement to support stakeholders effectively. ■ Develop a sustainability plan to ensure the long-term viability of the CoP.
Capacity	Engage Installation Leaders Continue to expand information tools and curriculum specifically designed for installation staff and commanders, ensuring they are equipped with the knowledge and strategies to foster partnerships.	<ul style="list-style-type: none"> ■ Assess the needs of installation leaders to identify knowledge gaps and training priorities. ■ Enhance the curriculum with updated case studies, best practices, and interactive elements. ■ Develop targeted tools such as quick-reference guides and digital resources. ■ Deliver training through workshops, webinars, and existing ADC events to maximize reach and engagement. ■ Measure the impact of tools and training, using feedback to guide improvements.
Capacity	Identify Ways to Support All Communities Help all communities participate in partnership development by understanding their different needs and providing support to create and carry out partnerships effectively.	<ul style="list-style-type: none"> ■ Work with communities to identify challenges and areas where support is needed. ■ Create a summary of the needs assessment and key recommendations. ■ Develop a concept and plan for providing specialized support.

Category	Goal	Actions
Capacity	<p>Establish Installation-Level Partnership Advocates</p> <p>Develop and promote a model for designating specific roles at the installation level to serve as partnership advocates or guides, facilitating collaboration and enhancing community-military initiatives.</p>	<ul style="list-style-type: none"> Develop and refine the model, determining the most effective implementation method. Invest in training and provide ongoing engagement opportunities. Support leaders in driving partnership initiatives within their installations while maintaining continuity and alignment with broader DoD goals.
Capacity	<p>Advance Future Partnership Policy Ideas</p> <p>Develop and execute legislative plan to advance key policy ideas including:</p> <ol style="list-style-type: none"> Expand and refine incentive structures by piloting programs that allow IGSA originators to reinvest a portion of cost savings realized through the agreements. Enhance stability and enable long-term planning by extending the allowable IGSA term to 20 years, addressing current limitations imposed by Congressional scoring rules. Broaden DoD partnership authority by pursuing opportunities to include mission-adjacent agencies such as the Coast Guard, and VA. Reinvest program-generated savings into initiatives that strengthen the program, such as funding a community of practice, providing ongoing education, and supporting technical assistance and engagement activities. 	<ul style="list-style-type: none"> Refine legislative language and outreach strategy to effectively communicate policy goals. Develop background information, data, and case studies to support and validate proposals. Engage members, stakeholders, and advocacy groups to build consensus and shepherd policy recommendations through the process. Facilitate discussions with Congressional representatives and DoD officials to gather feedback and refine the approach. Create clear communication materials, such as briefing documents and infographics, to highlight the benefits and impact of the proposals.
Integration	<p>Promote Balanced Partnership Growth</p> <p>Develop a strategy to advance larger partnerships, such as statewide or regional initiatives, while ensuring they complement and support smaller community-based efforts and small business objectives, avoiding any adverse impacts.</p>	<ul style="list-style-type: none"> Monitor key issues and foster engagement with a diverse range of partnership stakeholders. Leverage the Partnership Roundtable to discuss challenges and develop strategic solutions. Advance ideas and incorporate them into engagement activities and legislative proposals as appropriate.

Category	Goal	Actions
Integration	<p>Enhance Coordination Across Military Services Strengthen the alignment and synchronization of partnership programs across the military services to maximize efficiency, facilitate the sharing of best practices, and promote unified goals.</p>	<ul style="list-style-type: none"> Engage in dialogue with the services to understand issues and opportunities for enhancing collaboration. Identify ideas and recommendations to strengthen coordination and partnerships. Advance concepts through policy recommendations and legislative proposals.
Integration	<p>Align Partnership Programs with DoD Priorities Develop strategies to align the partnership program with key DoD priorities. Establish a recommended set of common terms and definitions for Community Partnerships to enhance coordination and unity of effort between Defense Communities and the Department of Defense.</p>	<ul style="list-style-type: none"> Analyze key departmental issues and strategies to identify areas where partnerships can provide meaningful support. Develop clear linkages between DoD priorities and the partnership program, demonstrating how the program can align with and advance strategic goals. Coordinate outreach efforts to share opportunities, highlight success stories, and foster collaboration among stakeholders. Facilitate communication channels to ensure alignment between community partnerships and evolving departmental objectives.
Integration	<p>Foster Ongoing Engagement with Community and State Leaders Establish a regular schedule of structured engagements with community and state leaders to enhance coordination, synchronization, and collaboration on partnership initiatives.</p>	<ul style="list-style-type: none"> Expand the partnership roundtable to include direct engagements with communities. Leverage existing groups, such as the ADC State Advisors Council, to strengthen collaboration. Develop new methods and innovative ideas to further enhance community and military collaboration. Utilize the Community of Practice (CoP) as a central platform to promote and encourage engagement.

PHASE III (YEAR 3-5)

Summary:

- Develop Tailored Community Support:**
 Establish a Community Assistance Model to provide targeted technical assistance, addressing specific challenges faced by communities. Engage with communities to identify needs, create customized strategies, and sustain support through funding and partnerships.
- Streamline and Overcome Barriers:**
 Address contracting challenges, including FAR provisions, by identifying obstacles, collaborating on solutions, and advancing policy recommendations. Create standardized partnership processes with clear frameworks, best practices, and ongoing stakeholder training.
- Enhance Collaboration and Engagement:**
 Institutionalize community-military engagement by developing formal mechanisms for dialogue, feedback, and alignment. Foster cross-service collaboration by defining DoD leadership roles and creating a unified strategy for joint planning.
- Promote Local Business and Installation-Level Planning:**
 Increase small business engagement by aligning IGSA contributions with procurement goals and providing tools for tracking and reporting. Establish installation-based planning groups to integrate collaborative approaches into base-wide planning and enhance local partnerships.

Details:

Category	Goal	Actions
Capacity	Develop Community Assistance Model Provide targeted, needs-based technical assistance to communities requiring extra support, delivering tailored guidance to address specific challenges in partnership development.	<ul style="list-style-type: none"> Engage with communities to identify challenges and areas requiring support. Create customized technical assistance strategies based on specific needs and goals. Utilize subject matter experts and existing tools to deliver targeted guidance. Explore funding, partnerships, and other mechanisms to sustain the assistance model. Track progress using metrics and refine approaches as needed.
Impact	Overcome Contracting Barriers to Partnerships Develop strategies and solutions to address contracting rules and processes, including Federal Acquisition Regulation (FAR) provisions, that hinder the development and advancement of partnerships.	<ul style="list-style-type: none"> Review contracting rules and FAR provisions to identify challenges hindering partnerships. Collaborate with DoD officials, community leaders, and legal experts to explore solutions. Draft policy recommendations or pilot programs to address identified barriers. Advance proposals in DoD, Congress as developed.

Category	Goal	Actions
Integration	<p>Institutionalize Community-Military Engagement Create a formal mechanism for ongoing dialogue between communities and the military to ensure program alignment, address internal policy adjustments, and propose changes to partnership authorities as needed.</p>	<ul style="list-style-type: none"> Identify methods to formalize engagement between communities, stakeholders, and DoD within the partnership program, ensuring consistent communication and collaboration. Develop and implement plans to establish the group as a central point of engagement, fostering stronger connections and more effective coordination. Create structured processes for regular dialogue, feedback, and information sharing to enhance transparency and alignment. Provide resources and support to empower the group to act as a key facilitator for partnership initiatives.
Impact	<p>Promote Local Small Business Engagement in Partnerships Explore and implement strategies to increase the involvement of local small businesses within the partnership framework, ensuring their contributions are recognized and maximized.</p>	<ul style="list-style-type: none"> Develop a process to count local small businesses in IGSA's toward base procurement goals, aligning with DoD reporting standards. Create guidelines and tools to track, verify, and report small business contributions effectively. Train base and community leaders on integrating small business engagement into partnership agreements. Advocate for policy updates to formally recognize IGSA-related small business contributions in procurement metrics.
Integration	<p>Define DoD Leadership in Cross-Service Collaboration Identify key opportunities and clearly outline roles for DoD/OSD in driving a unified cross-service approach. Ensure leadership in establishing overarching strategies that promote collaboration and deliver benefits across all military branches.</p>	<ul style="list-style-type: none"> Collaborate with DoD/OSD to identify gaps and opportunities in cross-service initiatives and develop unified strategies. Work jointly to define and formalize roles for DoD/OSD in guiding collaboration and aligning efforts across branches. Partner with DoD/OSD to create a framework for regular communication and joint planning, ensuring consistent cross-service coordination.
Integration	<p>Standardize Partnership Processes Create standardized processes to ensure consistency and streamline partnerships across the department, providing a clear framework for execution.</p>	<ul style="list-style-type: none"> Review existing partnership processes across the department to identify inconsistencies and areas for improvement. Develop a unified framework with clear guidelines and best practices for partnership execution. Provide training and resources to ensure stakeholders understand and can implement the streamlined processes effectively. Establish a feedback loop to regularly assess and refine the processes based on user input and evolving needs.
Integration	<p>Foster Installation-Level Partnership Planning Encourage military services to develop partnerships at the installation level by establishing installation-based planning groups. These groups would integrate collaborative approaches into base-wide planning efforts to enhance coordination and community engagement.</p>	<ul style="list-style-type: none"> Collaborate with DoD and service branches to design the structure and roles of installation-based planning groups. Pilot the planning groups at select installations, using feedback to refine the approach. Provide training and resources to support planning group members in fostering collaboration and community engagement. Establish metrics to evaluate the success of planning groups in integrating partnerships into base-wide planning.