



DEFENSE BUSINESS BOARD

Report to the Secretary of Defense

Public-Private Collaboration in the Department of Defense

Report FY12-04

- **Recommendations to leverage public-private collaborations to enhance the Department's mission**
-

Public-Private Collaborations in the Department of Defense

TASK

In his 2010 National Security Strategy, President Obama described partnerships between the public and private sector as critical to United States' security at home and abroad. These Public-Private Collaborations (PPCs) offer potential opportunities to increase the Department's mission effectiveness by leveraging the capabilities, knowledge, processes, and infrastructure brought to bear by private sector entities. Additionally, given today's constrained budget environment, PPCs also provide opportunities for efficiency and cost reductions.

The Vice Chairman of the Joints Chiefs of Staff tasked the Defense Business Board (hereinafter referred to as "the Board") to form a Task Group to provide recommendations on how the Department could more fully exploit the benefits of PPCs. A copy of the Terms of Reference (TOR) outlining the scope and deliverables for the Task Group can be found at **Tab A**.

Mr. Jack Zoeller served as the Task Group Chair. The other Task Group members were Barbara Barrett, Mel Immergut, Philip Odeen, and Atul Vashistha. Commander Matthew Duffy, USN, served as the Board Military Assistant and Ms. Kelsey Keating served as the Board Staff Analyst.

PROCESS

The Task Group's draft findings and recommendations were presented to the Board for deliberation at the July 19, 2012 quarterly Board meeting where the Board voted to approve the recommendations. See **Tab B** for a copy of the brief approved by the Board.

As part of the tasking by the Vice Chairman of the Joint Chiefs of Staff, the Task Group was directed to:

- Identify the legal and fiscal authorities for DoD entities to conduct collaborations with the private sector
- Evaluate recent DoD collaborations

Defense Business Board

- Suggest how the current models of collaboration activity might be applied across DoD
- Evaluate and propose any recommended organizational options
- Outline criteria to help prioritize collaborations

The Task Group conducted more than 60 interviews with current and former DoD senior leaders, officials from other government agencies, and private sector entities. The initial phase of the study focused on gathering facts and data on the current state of collaborations throughout DoD, as well as other departments and agencies. Additionally, the Task Group sought to determine how the private sector viewed DoD's emerging PPC activities. With the assistance of the Joint Staff J5 (Strategic Plans and Policy) and the Office of the Secretary of Defense (OSD Policy), the Task Group distributed surveys to the Combatant Commands, Military Services, and Defense Agencies. The 48 responses provided comprehensive descriptions of the wide variety of PPCs being executed across DoD. (See Appendices in Tab B for a copy of the survey questions and a list of those who participated.)

From interviews and survey responses, the Task Group encountered multiple definitions of a Public-Private Collaboration. For the purposes of this study, the Task Group defined a PPC as having the following characteristics:

- It is an interaction between a DoD component and a private entity
- It is voluntary, not mandated or part of an organizational framework
- There is no financial payment or contract
- The bywords are "mutual" and "shared;" this would include mutually agreed goals and governance, and shared decision-making
- Private sector includes not only corporations, but also Non-Governmental Organizations (NGOs), universities, foundations, community-based and other private sector organizations; almost any kind of entity other than the UN or another country
- Other federal agencies may also be involved, although normally in conjunction with a private sector entity

FINDINGS

PPC activities fall into multiple categories, including cyber-defense, humanitarian assistance & disaster relief (HA/DR), research and development programs, and warrior & family support programs, among others. The Task Group encountered the following select examples of PPCs being utilized by different DoD components, along with their successes and obstacles:

US Pacific Command (PACOM): Disaster Relief in the Pacific

The command was presented with the challenge of how to reduce the incidence or impact of disasters and increase the resiliency and sustainability around the Pacific Rim. PACOM's collaboration was multi-sector, including two foundations, a research university, the US Chamber of Commerce, and multiple federal agencies. Its inaugural event included the US Secretary of State and a cross section of emerging leaders from the region. Two of the outcomes were better coordination of clean water programs in Southeast Asia and savings on a portion of PACOM's \$20M/year spending in this area. As with most of the collaborations the study reviewed, PACOM encountered substantial obstacles:

- Staff counsel suggested that the Commander could not sign a Memorandum of Understanding with University of Hawaii
- Staff counsel informed the Commander that he could not meet with the Ford and Rockefeller Foundations unless he made a similar offer of access to all the other NGOs in this arena
- Similarly, they mandated that he could not meet with the CEO of a major international company on a strategic matter, unless he met with every major company in that industry
- When the Commander (eventually) met with the foundations, his partnering staff was informed by counsel that they did not have authority to travel with the Commander to the same foundation meeting

US Southern Command (SOUTHCOM): Project Hope

The beacon of SOUTHCOM's HA/DR efforts is Project Hope, which has its roots in disaster relief operations in Indonesia and New Orleans (2005) and came of age in Haiti in 2010. In Haiti, SOUTHCOM helped to

arrange doctors and medevacs, fresh water, NGO support, air and sea re-supply and more. More broadly, Project Hope now works with NGOs in 36 countries. Its successes are accomplished at no direct cost to the Department. Nevertheless, SOUTHCOM faced several obstacles:

- Encountered negative legal opinions or ‘not-invented-here’ reactions
- During the Chilean earthquake, SOUTHCOM was not authorized to invite Federal Express (FedEx) to donate air freight to fly \$500,000 of donated bottled water
- The FedEx solicitation obstacle was solved by introducing a representative of Homeland Security, which has statutory authority to solicit help from the private sector. (PACOM experienced a similar problem with an offer from Honeywell Aerospace to provide a radiation-detecting drone at the height of last year’s Japanese tsunami crisis. Unable to be directly involved, PACOM’s Commander redirected the action to the US Ambassador for Japan to achieve the desired outcome.)

US Central Command (CENTCOM): NGO (Spirit of America)

This charitable group operates in combat theaters, setting their organization uniquely apart from other NGOs. Spirit of America fills the gaps in large, long-term programs funded by United States Agency for International Development (USAID) and DoD school & road construction projects. Additionally, Spirit of America invites on-the-ground US troops to identify local needs such as winter clothing, batteries, school supplies, etc., or to solicit from the local population what they may need such as sewing machines or shovels. This program is a low-cost, nimble way for US troops, particularly in rural and contested areas in Afghanistan, to develop better relations and improve mission accomplishment.

After conducting these activities first for seven years in Iraq and then commencing in 2010 in Afghanistan, Spirit of America’s host units, usually U.S. Marines or Army, were informed by CENTCOM’s legal counsel that the NGO’s staff could not be protected by US forces, could not be fed, and that US troops could not solicit help for local citizens on behalf of this NGO. In due course this position was reversed, but only after the Spirit of America founder went directly to the General Counsel of DoD asking for help. Soon after, when Spirit of America expanded its program to include

US Special Operations Forces in Africa, it faced a new round of objections, this time from US Africa Command's legal counsel.

The Task Group did not uncover any noticeable failures in conducting PPCs, but did find many failures to launch collaborations. For those DoD entities that were able to launch successful PPC initiatives, the Task Group found the following shared themes recognized by both public and private entities as critical components of success:

- All partners agree on a short-to-intermediate term vision
- The role of each party is articulated
- The Department must be ready to match the pace of its private sector partners
- Success is eroded if activities are not measured
- The public entity must have very senior, sustained, active support ("top cover")

The DoD entities most advanced in collaborations are the geographic Combatant Commands (COCOMS). SOUTHCOM has been at the forefront of PPC advancement and commenced its collaborations half a decade ago. Its past and present 4-star leadership has played a large role in promoting and implementing these collaborative efforts. Additionally, SOUTHCOM is one of the six geographic COCOMS with a J9 directorate whose mission in part is to focus on public-private partnerships and collaborations. In the components where this type of leadership does not exist, there are fewer instances of observed PPC implementation.

Notwithstanding the favorable momentum that has spread up to the National Security Staff, out to other federal departments and agencies, and down to commands within DoD, the Department of Defense has no overarching doctrine, policy, or guidance supporting or providing authority for private sector collaborations. Given the absence of clear formal guidance, PPCs are typically executed on an ad hoc basis within DoD. The private sector generally does not know who to turn to when seeking to collaborate with DoD, and may get different answers depending on which component they engage. Furthermore, the Services' responses to requests to collaborate and the activity guidelines from Service to Service are highly variable. One Service is allowed to provide beds to NGO staff, another is not. One cannot provide meals to NGOs, another can, but only if the Service is reimbursed for them even though the NGO's activities may save the Department millions of dollars.

Culturally it is hard for many in the Department to adapt to shared decision making with non-defense personnel. As such, only a rudimentary PPC organizational framework exists within DoD. Forty percent of the 48 survey respondents have no PPC staff. COCOMs that are active in PPCs generally employ a J9 partnering staff, yet the Joint Staff does not have a mirror J9 directorate, instead assigning private sector collaborations to the J5 (Strategic Plans and Policy) which has a Deputy Director of Partnership Strategy (a 1-star General Officer). However, PPCs represent only a small portion of this general officer's responsibilities. Within OSD Policy, only a modest level of support for PPCs was observed, almost all ad hoc. Within the Service staffs in the Pentagon, PPC activity was not measurable. Yet, the Task Group observed significant collaboration activity on the National Security Staff, at the Departments of State and Homeland Security, and at the USAID. Furthermore, the Task Group found that in these other agencies, collaboration leaders report directly to the top leadership in their respective agencies. The Task Group also observed a trend of adding senior staff/liaisons from other federal agencies into COCOM structures. At least two COCOMs have a Deputy Commander who is a State Department civilian with the title of Ambassador.

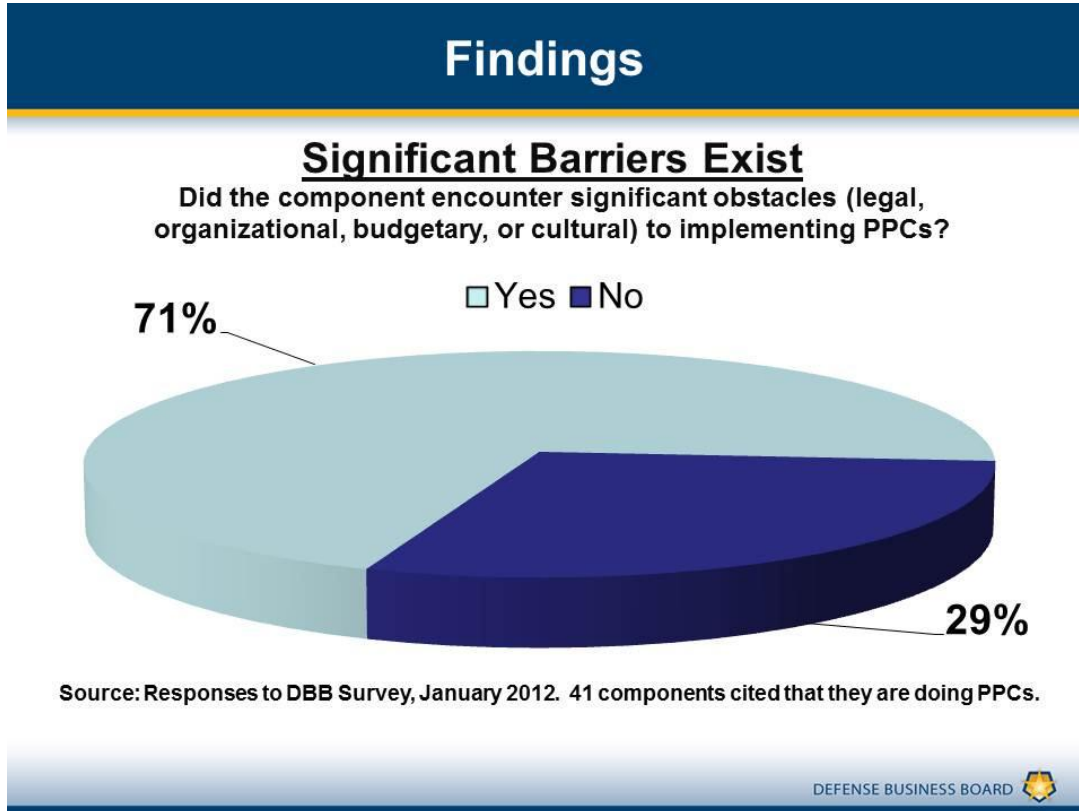


Figure 12-1 *Significant Barriers Exist*

The single most frequently cited issue preventing the advancement of PPCs is the absence (actual or perceived) of legal authority. Almost half of the survey respondents that encountered major obstacles to PPC implementation cited legal obstacles as a hurdle, as did most of the entities the Task Group interviewed. The lack of statutory authority, an old and outdated set of regulations, a difficult to maneuver organizational framework within which to get legal advice, and decision-makers that are unfamiliar with PPC legal issues make for a less-than-positive starting point for any entity considering a new PPC.

Identifying the legal authority to support or execute a PPC is a significant challenge. The Task Group was unable to identify a centralized DoD office which provides guidance, authorization, or support to execute a PPC. If legal authority is not clear, any PPC exercise stands a significant chance of never getting off the ground. There are sometimes alternatives, such as partnering with another agency which has broader authorities, but this can require significant legal maneuvering and delay, and can often result in proponents of a PPC feeling it is not worth the risk or cannot be done well or on time.

Conflict of interest rules are also overly restrictive. For example, an entity may be advised that it cannot work with an organization that would like to provide the PPC with goods or services simply because it could give rise to an inference of preferring one organization over another. Another oft-cited legal obstacle involves DoD entities not being able to meet with one potential PPC partner without meeting with everyone in the sector, again because of the appearance of favoring one organization over the other. In addition, over and above the statutory restrictions, a set of regulations has grown over the years which can be even more restrictive than the statutes themselves. Regulation creep is prevalent in this area and should be reviewed.

Finally, the decision-makers, such as COCOM Leadership who often initiate PPCs, are not lawyers and not experts in the legal area. They rely on advice and guidance from either their general counsel or from counsel in OSD. These lawyers are often perceived to have veto power. Because this is an arcane area of law, there are few lawyers with the requisite expertise to give clear actionable guidance that supports PPCs. This lack of expertise, combined with a strong aversion to risk, results in most attorneys finding it easier to just say “no.” When guidance is given, it is

frequently so unclear, that no action is taken and opportunities are lost. Furthermore, proponents of the PPC have little redress since they cannot overcome the perceived risk from their general counsels.

RECOMMENDATIONS

Based on the Task Group's findings and observations, the Board recommends that the Department consider the following options to further advance and enhance its use of PPCs in accomplishing DoD missions:

1. **Expand Collaborations:** PPCs are unquestionably a good tool with tremendous unexploited potential. Therefore, DoD should take advantage of this resource and foster its development. The Department should clearly state its general support of public-private collaborations and its desire to see the use of these vehicles expanded in appropriate circumstances. Clear policy guidance should be issued by the Secretary of Defense to leave no doubt that this is a priority, especially in the current budget constrained environment.
2. **Expand Authorities:** The Office of the General Counsel should undertake an immediate survey of existing regulations with the view of modernizing the system of authorities that has had such a retarding effect. Those regulatory authorities that are more restrictive than DoD's statutory authorities (such as restrictions against soliciting private sector contributions or collaborations) should be reviewed for modification. Consideration should also be given to proposing new legislation which would allow DoD the same latitude to operate with collaborations as currently enjoyed by other agencies such as State, DHS, and USAID. Finally, on the legal front, a senior legal staff position is recommended to advise the commands, agencies, and others on PPC legal authorities and restrictions. The designation of such a legal specialist, charged to master this area with a solution-oriented, 'can-do' attitude, is a prerequisite to achieving any lasting success by the Department in the PPC arena.

Alternatives – Organization				
	ALT. 1 Decentralized	ALT. 2 COCOM as Exec Agent	ALT. 3 JCS Takes Lead	ALT. 4 OSD Takes Lead
Promote & Leverage Use of PPCs		✓	✓	✓
Provide Senior DoD Leadership			✓	✓
Minimize Additions to Staff	✓	✓		
Avoid Burdensome Process	✓	✓	✓	
Improve Collaboration with Other Federal Agencies			✓	✓
Make Collaborations Institutional Rather Than Personality-Dependent			✓	✓

Figure 12-2 *Organization Determination*

3. **Develop a DoD PPC Organization:** It is recommended that the Joint Staff take the lead on PPC leadership for the Department. The key to this organizational recommendation is the creation of a collaboration cell within the Joint Staff (by reallocating existing staff) of 3-5 individuals that report to either the Chairman or the Assistant to the Chairman of the Joint Chiefs of Staff. This office should consider adding high-level liaisons from State, USAID, and/or DHS. Additionally, the Department should also assign PPC responsibility to two persons within OSD Policy – at least one of which would be at the Director level.

Most PPC innovation has been accomplished under the Department's senior uniformed leadership. The absence of a dedicated, high-level collaboration support staff in the Pentagon would limit the Department's future success in Public-Private Collaborations. Creating a central PPC hub within the Joint Staff would more readily enable collaboration with other US departments and agencies. During its study, the Task Group encountered a

widespread observation that assigning the lead (PPC) staff within OSD Policy would add bureaucratic processes and hurdles that might inhibit rather than foster growth in PPCs. The Task Group also noted that while the Combatant Commands all have a J9 Directorate, the Joint Staff does not.

Recommendation: Organization

Alternative 3 (JCS takes Lead)

Add Partnering office of 3-5 individuals on Joint Staff. Provide leadership, support & oversight preferably by the CJCS or the Assistant to the CJCS. Consider adding senior liaisons from State, DHS and USAID. Also, within OSD, assign private partnering as an additional responsibility of an existing DASD; add Director plus one and identify appropriate Counsel within OGC

The primary purpose of this small unit is to coordinate, advocate, monitor, and support decentralized partnering organizations across DoD staffs.

Figure 12-3 *Organization Recommendation*

SUMMARY

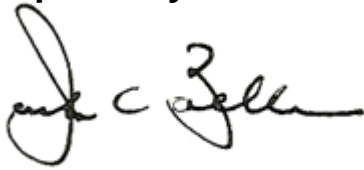
PPCs efficiently leverage the resources of private entities to save taxpayer dollars – usually at very modest cost to the Department of Defense. They open up a set of resources and options that otherwise would not be available to the Department. PPCs improve mission accomplishment in areas like cyber-defense and anti-terrorism. There is also a soft power argument for institutionalizing PPCs – reducing the potential need to deploy US combat forces in the future.

The Department must take advantage of the current momentum favoring collaboration activity observed elsewhere in our government, in the

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private sector and civil society, as well as around the world. Sustained successful PPCs will require the Department to move beyond a handful of senior personnel championing this concept, to formally introducing and institutionalizing PPCs across DoD commands and agencies. Through the use of PPCs, the Department also has an opportunity to match the speed and agility of private sector business, while developing processes to support new security models for our national defense. PPCs are the next step in the evolving “whole of government” and “whole of society” collaboration models – a resource needed now more than ever as the Department faces new challenges and threats in an era of declining resources.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Jack Zoeller", written in a cursive style.

Jack Zoeller
Task Group Chair

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TAB A

TERMS OF REFERENCE

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THE VICE CHAIRMAN OF THE JOINT CHIEFS OF STAFF

WASHINGTON, D.C. 20318-9999

12 December 2011

MEMORANDUM FOR CHAIRMAN, DEFENSE BUSINESS BOARD

SUBJECT: "Leveraging Public-Private Collaboration to Augment the Department of Defense's Mission" – Study Terms of Reference

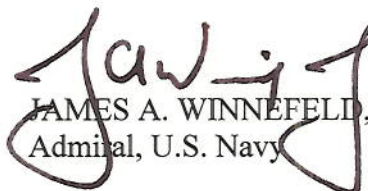
In his 2010 National Security Strategy, President Obama describes Public-Private Collaborations (PPCs) as critical to the United States' security at home and abroad. PPCs offer potential opportunities to increase the Department's mission effectiveness by leveraging capabilities, knowledge, processes, and infrastructure. Additionally, given today's constrained budget environment, PPCs also provide opportunities for efficiency and cost reductions.

As the Department's independent advisory board for best business practices, I request you conduct a study to provide recommendations on how the Department would more fully exploit the benefits of PPCs. Your study should address the following:

- Identify the existing authorities to develop PPCs
- Evaluate DoD's existing PPCs and identify their merits and risks
- Identify where and how the Military Services, Combatant Commands, and Defense Agencies are using PPCs to augment their capabilities and provide suggestions on how these processes or models might be applied across DoD
- Evaluate requirements, and as appropriate, propose options for organizational oversight and management with the objective of a focused and efficient process for executing PPCs
- Outline criteria to help prioritize PPC initiatives

My staff is available to provide technical assistance to this effort. Please submit your recommendations by July 2012.

As a subcommittee of the Board, and pursuant to the Federal Advisory Committee Act of 1972, the Government in the Sunshine Act of 1976, and other appropriate federal regulations, this Task Group shall not work independently of the Board's charter and shall report its recommendations to the full Board's public deliberation. The Task Group does not have the authority to make decisions on behalf of the Board, nor can it report directly to any federal officer who is not also a Board member. The Task Group will avoid discussing "particular matters" according to Section 208 of Title 18, U.S. Code.


JAMES A. WINNEFELD, JR.
Admiral, U.S. Navy

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TAB B

FINDINGS AND RECOMMENDATIONS
PROVIDED TO THE BOARD ON JULY 19, 2012

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DEFENSE BUSINESS BOARD



Public-Private Collaboration in the Department of Defense

July 19, 2012

Agenda

- Task Group
- Public-Private Collaboration (PPC) - Defined
- PPC Examples
- Key Observations
- Findings
- Recommendations
- PPC Priorities & Summary

Task Group

Our Tasking

- Identify existing authorities for DoD commands, services and agencies to conduct collaborations with the private sector
- Evaluate recent DoD Public-Private Collaborations
- Suggest how existing processes or models might be applied across DoD
- Evaluate organizational context and propose options for oversight & management
- Outline criteria to help prioritize PPC initiatives

Task Group Members

Mr. Jack Zoeller (Chair), Amb. Barbara Barrett, Mr. Mel Immergut, Mr. Philip Odeen, Mr. Atul Vashistha, CDR Matthew Duffy (DBB Staff) and Kelsey Keating (DBB Analyst)

Task Group Activities

Conducted 60+ interviews, 40+ survey responses, and 6 Task Group meetings

Agenda

- Task Group
- Public-Private Collaboration (PPC) - Defined
- PPC Examples
- Key Observations
- Findings
- Recommendations
- PPC Priorities & Summary

Definition

Public-Private Collaboration (PPC): A voluntary interaction between public and private sector entities through which both parties leverage the expertise, resources and incentives of the other in order to address an issue or opportunity with greater speed, effectiveness, efficiency or residual impact

- *Normally* no direct financial payment or monetary transaction is involved
- Common goals are mutually determined. Any relevant structure or governance is mutually determined. Decision-making is shared
- “Private sector” may include businesses, non-government organizations (NGOs), foundations, academic and research institutes, and community-based and other non-public organizations
- Multiple public and/or private sector entities may be involved. The authorities and roles of other US Government agencies are often broader than DoD’s when collaborating with the private sector

Agenda

- Task Group
- Public-Private Collaboration (PPC) - Defined
- **PPC Examples**
- Key Observations
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PPC Examples

<u>Command/Agency</u>	<u>Type</u>	<u>Brief Summary of Collaboration</u>
PACOM	Disaster Reduction & Sustainability	Conference & program with Univ. of Hawaii, US Chamber, State, USAID, NOAA, Rockefeller & Ford Foundations
SOUTHCOM	Humanitarian	Haiti response, USNS Comfort missions
EUCOM	Medical	Wounded Warrior support to NATO allies in eastern Europe
NSA	Cyber Defense	Defense Industrial Base pilot program. Also, sharing of critical cyber data with DHS, ODNI and private sector under <i>Enduring Security Framework</i>
CENTCOM	In-Theater Commander Support	<i>Spirit of America</i> , an in-theater NGO, responds to local, small-scale requests or needs identified by US troops
OCJCS	Warrior & Family Support	Outreach to medical/service/charitable organizations in U.S. communities



PPC Example – Cyber Defense

Successes

- The White House and defense and intelligence communities have identified the necessity of collaborating with the private sector

“The Federal government should enhance its partnership with the private sector. The public and private sectors' interests are intertwined with a shared responsibility for ensuring a secure, reliable infrastructure.”

Cyberspace Policy Review
The White House

- Under the U.S. Government's *Enduring Security Framework*, U.S. Cyber Command partners with DHS, the Director of National Intelligence and industry to share in critical cybersecurity information and practices
- A DoD pilot program brought together 37 Defense Industrial Base contractors and internet service providers to share cybersecurity information and technology

PPC Example – Cyber Defense

Obstacles

- CYBERCOM does not have legal authority to convene an advisory group that includes private sector representatives, other than by providing public access under the Federal Advisory Committee Act (FACA)
- DoD does not have legal authority to track and share information directly with private sector companies who may be targets of foreign cyber attacks
- Instead DoD passes information on incoming, time-sensitive cyber threats to DHS, which in turn informs the FBI. Real-time sharing of information with private sector targets is severely impaired
- The Defense Industrial Base pilot program is a successful model that focuses on a critical segment of the nation's cyber vulnerability. However, DoD's cyber defense mission is more broadly linked to the vulnerability of the nation's Internet Service Providers and other non-defense entities
- Legal and political concerns related to individual privacy continue to limit DoD's ability to collaborate with the private sector in cybersecurity

PPC Examples – Keys to Success

- Successful Public-Private Collaborations are guided by a short-to-intermediate term vision shared by the partners
- Each party brings its own value proposition, yet cannot succeed in its mission without the other
- The role of each partner is clearly articulated
- Public sector entities have to increase their rhythm to meet the faster speeds of the private sector
- Success requires sound metrics and ongoing monitoring & review
- Success will erode if not measured
- Public entity must have very senior, sustained, and active support (i.e. “top cover”)

Agenda

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Key Observations

- The DBB Task Group did not encounter any failures in Public-Private Collaborations – although there have been many missed opportunities
 - Structured collaborations in the Department are a new concept that began about six years ago in SOUTHCOM
 - Collaborations seem to be most advanced in the geographic COCOMs
 - Success in early collaborations has been dependent upon 4-star leadership and broadly shared objectives with the private sector in areas such as Humanitarian Assistance/Disaster Relief
- The White House National Security Staff has convened an Interagency Policy Committee (IPC) to improve and expand the US government's collaborations
- Not a single respondent to DBB Task Group outreach among 60+ from DoD, State, DHS, USAID and the private sector reported that DoD Public-Private Collaborations should be scaled back
- However, DoD has no overarching policy or doctrine encouraging or providing authority or support for Public-Private Collaborations

Key Observations (cont'd)

- DoD faces more restrictions than other US Government agencies in pursuing Public-Private Collaborations.
- Many of these restrictions appear to be regulatory/policy/ambiguity driven rather than statutory
 - Unlike DHS, DoD does not have regulatory authority to solicit private sector organizations to collaborate in Humanitarian Assistance/Disaster Relief operations
 - Unlike USAID, in most cases DoD cannot enter agreements with Public-Private Collaboration counterparties or commit to expenditures beyond the current year
 - DoD has a cybersecurity mission, but does not have the authority that DHS and the FBI have to collaborate with the private sector to address time urgent cyber attacks which have arrived from overseas

Key Observations (cont'd)

- Within DoD
 - Public-Private Collaborations typically occur on an ad-hoc basis
 - Private sector entities encounter impediments and wide variations in openness to collaboration
 - Opportunities for collaboration are missed, weakly pursued, or not exploited
 - Lessons learned are not captured
 - Variations in fiscal regulations across services, commands and agencies result in further roadblocks
- Cultural
 - The private sector adapts to changes more quickly than government. Private sector horizons are typically 6-12 months whereas the DoD adopts more of a long view (i.e. budget cycle is 2-5 years)
 - It is difficult for military organizations accustomed to applying kinetic power under traditional structures to adapt to the sharing of decision-making with other US Government and private entities

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- Task Group
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Findings – Organization

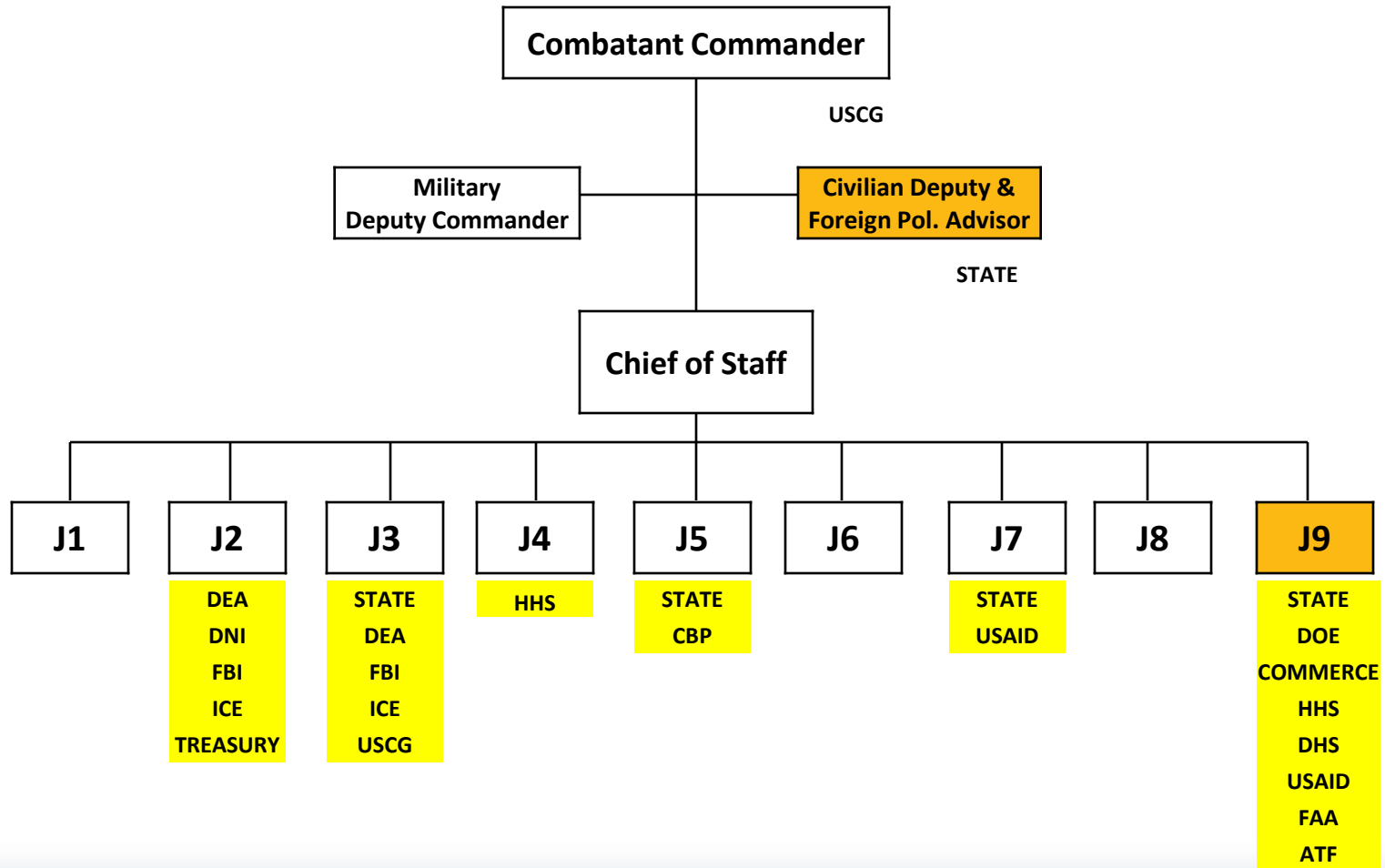
- A rudimentary DoD organizational framework has evolved to support Public-Private Collaboration
 - 40% of our survey respondents stated they had no staff dedicated to collaborations
 - Many COCOMs have a J9 (Partnering) staff component responsible for collaborations. Some COCOMS segregate responsibility for private sector partnering from partnering with NGOs or other US Government agencies
 - The Joint Staff has no J9 or equivalent component. Within J5 (Strategic Plans & Policy), a 1-star Deputy Director of Partnership Strategy has a limited oversight role in Public-Private Collaboration
 - Within OSD Policy, a Deputy Assistant Secretary is responsible for Partnership Strategy and Stability Operations. During recent years, this office's priority has been on stability operations
 - Within the Services, the DBB Task Group did not identify high-level organizational frameworks to facilitate Public-Private Collaboration
- The White House has convened an Interagency Policy Committee to share best practices on national security PPCs. The Committee has established working groups to address the policy, legal, and training aspects of implementing successful collaborations

Findings – Organization (cont'd)

- Other US Government agencies have assigned collaboration responsibility to an individual who reports directly to the agency's senior leadership
 - At State, the Special Representative for Global Partnerships reports directly to the Secretary
 - At DHS, the Assistant Secretary for the Private Sector reports directly to the Secretary
 - At USAID, the new Director assumed centralized oversight of 25 individuals responsible for private sector partnering
- COCOMs that are more advanced in partnering have added a civilian Deputy to the Commander (a State Department officer, titled as Ambassador) as well as representatives of other US Government agencies
 - Working day-to-day on the same staff facilitating partnering
 - Allows DoD to take advantage of authorities vested in other agencies
- The DBB Task Group agrees with a keen observation from a COCOM:
 - PPCs are not a directed set of activities that should be run by a centralized staff
 - Rather, PPCs are a blend of concept, resources and commander's priorities that should be pursued across each command, based on its own circumstances

Findings – Organization (cont'd)

SOUTHCOM Organization



Findings – Authorities

- 71% of *survey respondents* reported significant obstacles to PPCs, most often legal obstacles. Examples of obstacles cited:
 - If an activity is not specifically authorized, it cannot be done
 - Accepting an offer to provide free goods or services is seen as violating conflict of interest rules insofar as it may appear that DoD is endorsing a company, foundation or NGO
 - It is inappropriate to meet with representatives of one private entity without also offering to meet with all other entities in the same industry or activity
- Commands and agencies seeking to pursue PPCs often do not know the authorities available to support their potential partnering activities and regularly meet with resistance from their staff
- Implementing regulations within DoD or its components are sometimes more restrictive than the applicable Congressional statutes
- The absence of supportive doctrine and clear policy at OSD and JCS makes it harder to find authority for collaborations and to overcome a culture of risk aversion
- Senior leaders across DoD often do not have access to experts with substantial experience in supporting Public-Private Collaborations

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- PPC Priorities & Summary

Recommendation: Expand Collaborations

- The Department should authorize, encourage and facilitate the use of Public-Private Collaborations throughout the Department at the discretion of the senior leaders of its component commands, services and agencies
- Supportive joint doctrine and clear OSD policy guidance should be developed to identify the fundamental value and priorities of partnering with the private sector
- Participation in Public-Private Collaborations should be:
 - Delegated to 4-star commanders or equivalent
 - Incorporated into all levels of military training
 - Incorporated into organizational program and budget allocations
 - Measured to determine levels of success
 - Taken into account in personnel evaluations and promotions
- Techniques used by the private sector should be implemented to foster, expand and improve the use of Public-Private Collaborations, such as:
 - Annual conferences involving both collaboration leaders and staff
 - An online collaboration networking and data resource

Recommendation: Expand Authorities

- The Department should undertake a full evaluation of its existing authorities to conduct Public-Private Collaborations
 - The Office of General Counsel should review and disseminate existing authorities within which a broader pursuit of collaborations can be enabled
 - Existing DoD regulations which are more restrictive than DoD's statutory authority (for example, restrictions against soliciting private sector collaborations) should be reviewed for possible modification
 - DoD should consider whether to pursue new or amended statutory authority for collaborations, particularly if similar authorities have been granted to State, Homeland Security, USAID or other federal agencies
- The Department may be able to support selected collaborations with longer-than-one-year funding by partnering with USAID, DoS, R&D activities or other organizations with multi-year commitment authority
- The Department should establish a senior legal staff position to provide Defense commands, services and agencies with expert advice on collaborations and serve as an advocate for finding solutions to the authorization and funding of partnering initiatives
 - This position and the positions detailed in the subsequent 'Organization' section are to come from existing authorized billets. Our recommendation is that no new billets be created

Alternatives – Organization

- **Alternative 1 (Decentralized):** Encourage decentralized execution via COCOM J9 (Partnering) structure. Do not create a new office within OSD or Joint Staff
- **Alternative 2 (COCOM as Executive Agent):** Assign a COCOM to develop, incubate and advocate Public-Private Collaboration within DoD. Allow decentralized execution. Provide planning and budgetary guidance and advocacy through the J5 on Joint Staff
- **Alternative 3 (JCS takes Lead):** Add Partnering office of 3-5 individuals on Joint Staff. Provide leadership, support & oversight preferably by the CJCS or the Assistant to the CJCS. Consider adding senior liaisons from State, DHS and USAID. Also, within OSD, assign private partnering as an additional responsibility of an existing DASD; add Director plus one and identify appropriate Counsel within OGC
- **Alternative 4 (OSD takes Lead):** Add Assistant Secretary/DASD and 3-5 individuals within OSD Policy. Provide leadership preferably at SecDef or USD Policy level. Consider adding senior liaisons from State, DHS and USAID. Within OJCS, enhance J5 staff to support collaborations

Alternatives – Organization

	ALT. 1 Decentralized	ALT. 2 COCOM as Exec Agent	ALT. 3 JCS Takes Lead	ALT. 4 OSD Takes Lead
Promote & Leverage Use of PPCs		✓	✓	✓
Provide Senior DoD Leadership			✓	✓
Minimize Additions to Staff	✓	✓		
Avoid Burdensome Process	✓	✓	✓	
Improve Collaboration with Other Federal Agencies			✓	✓
Make Collaborations Institutional Rather Than Personality-Dependent			✓	✓

Recommendation: Organization

Alternative 3 (JCS takes Lead)

Add Partnering office of 3-5 individuals on Joint Staff. Provide leadership, support & oversight preferably by the CJCS or the Assistant to the CJCS. Consider adding senior liaisons from State, DHS and USAID. Also, within OSD, assign private partnering as an additional responsibility of an existing DASD; add Director plus one and identify appropriate Counsel within OGC

The primary purpose of this small unit is to coordinate, advocate, monitor, and support decentralized partnering organizations across DoD staffs.

Agenda

- Task Group
- Public-Private Collaboration (PPC) - Defined
- PPC Examples
- Key Observations
- Findings
- Recommendations
- PPC Priorities & Summary

PPC Priorities

- Humanitarian assistance and disaster relief (HA/DR)
- Cyber defense
- In-theater commander support
- Medical evacuation / health services
- Theater sustainability / resilience
- Support of warriors and families
- Soft power objectives – working with State, DHS and USAID
- Other programs as they develop and evolve

Summary

- Public-Private Collaborations will add both resources and options to assist the Department of Defense in addressing new, leading edge, hard and soft power challenges not yet identified or conceived
- Public-Private Collaborations have been introduced, championed and expanded in DoD largely as a result of 4-star COCOM leadership. Institutionalizing PPCs will make them less personality-dependent and add a valuable, long-term capability to operating components within the Department
- Public-Private Collaborations leverage the resources of the private sector and other collaborating agencies and allies. As the Department enters a decade of austerity, collaborations are a cost-wise process that usually results in a significant return on a relatively modest investment
- Successful collaborations are not only likely to improve DoD's mission effectiveness, but also to reduce the potential or extent of major deployments
- As our 'whole-of-government' approach evolves into 'whole of society', collaboration with the private sector is the natural next step. Implementing this skill set will enhance DoD's ability to match up with the speed and agility of the private sector and partner with other US agencies as well

Questions

Appendices

Appendix 1 – Interviews

The DBB Task Group wishes to extend its appreciation to the following list of US Government agencies; Defense commands, components, and offices; and private companies, foundations and NGOs for participating in interviews:

Department of Defense

- Joint Staff, J-5, Partnership Strategy
- National Guard Bureau State Partnership Program
- National Security Administration , Enduring Security Framework office
- Office of the Assistant Secretary of Defense for Operational Energy Plans and Programs
- Office of the Assistant Secretary of the Air Force for Installations, Environment, and Logistics
- Office of the Deputy Assistant Secretary of Defense for Cyber Policy
- Office of the Deputy Assistant Secretary of Defense for Partnership Strategy and Stability Operations
- Office of the Deputy Assistant Secretary of Defense for Plans
- Office of the Deputy Assistant Secretary of Defense for Space Policy
- Office of the Deputy Assistant Secretary of Defense for Strategy
- Office of the Deputy Assistant Secretary of the Army for Installations and Energy
- Office of the Deputy Judge Advocate General and Commander, Naval Legal Service Command
- Office of the Deputy Under Secretary of the Air Force for Space Programs
- Office of the Secretary of the Air Force
- Office of the Secretary of Defense, Office of General Counsel
- Task Force for Business Stability and Operations
- United States Cyber Command
- United States European Command

Appendix 1 – Interviews (cont'd)

Department of Defense, cont'd

- United States Pacific Command
- United States Southern Command
- Warrior and Family Support office

Other Federal Agencies

- Office of the Assistant Secretary for the Private Sector, Department of Homeland Security
- Global Partnership Initiative, Department of State
- Office of the Administrator, United States Agency for International Development
- Office of the Director for Community Partnerships, National Security Staff
- Private Sector Partnerships, Office of the Director for National Intelligence

Non-Federal Entities

- AERObridge International
- BAE Systems
- Business Executives for National Security
- Cisco Networking Academy
- Development Alternative International
- Google Ideas
- InterAction
- International Medical Corps
- Spirit of America
- The Aspen Institute

Appendix 2 – Authorities

The following list of authorities have been cited by one or more commands, services or agencies in support of their Public-Private Collaboration activities:

- 15 USC §3710a: “Cooperative Research and Development Agreements”
- 10 USC §2474: “Centers of Industrial and Technical Excellence: designation; public-private partnerships”
- 10 USC §4543: “Army industrial facilities: sales of manufactured articles or services outside Department of Defense”
- 10 USC §4544: “Army Industrial Facilities: Cooperative Activities with Non-Army Entities”
- 10 USC §2208(j): “Working Capital Funds”
- 42 USC Chapter 15A, Subchapter 1: “Protection of United States Property,” aka Mutual Aid Agreements
- 10 USC §2194: “Education Partnerships” i.e. Education Partnership Agreements (EPA)
- DoDI 1015.10: “Military Morale, Welfare, and Recreation (MWR) Programs”
- 15 USC §3710: “Utilization of Federal Technology”
- 15 USC §3710a: “Cooperative Research and Development Agreements”
- 15 USC §3715: “Use of Partnership Intermediaries”
- 10 USC §2194: “Education Partnerships”
- 10 USC §2260: “Licensing of Intellectual Property: Retention of Fees”
- 10 USC §2358: “Research and Development Projects”
- 10 USC §2371: “Research Projects: Transactions Other Than Contracts and Grants”
- 10 USC §2514: “Encouragement of Technology Transfer”
- 10 USC §2539b: “Availability of samples, drawings, information, equipment, materials, and certain services
- 10 USC §2684a: “Agreements to limit encroachments and other constraints on military training, testing, and operations” - authorizes DoD to partner with NFEs to establish buffers around installations.
- 29 CFR Part 1614: “Federal Sector Equal Employment Opportunity”

Appendix 2 – Authorities (cont'd)

- E.O. 11478, 13532, 13230, 12928, 13336, 13125
- DoDD 1440.1: “The DoD Civilian Equal Employment Opportunity Program”
- Army Regulation 690-12: “Equal Employment Opportunity and Affirmative Action”
- DoD 3210.6-R: “Department of Defense Grant and Agreement Regulations”
- Army Regulation 70-57: “Military-Civilian Technology Transfer”
- DoDI 1322.06: “Fellowships, Scholarships, Training with Industry (TWI), and Grants for DoD Personnel”
- 10 USC §2561: “Humanitarian Assistance” i.e. the Funded Transportation Program
- 10 USC §1798: “Child care services and youth program services for dependents”
- DODI 6060.4: “Partnerships and Collaborative Efforts with Local Schools and Community-based Youth Serving Organizations”
- DODI 1000.15 : “Procedures and Support for Non-Federal Entities Authorized to Operate on DoD Installations”
- DODI 5205.13: “Defense Industrial Base Cyber Security/Information Assurance (CS/IA) Activities”
- DTM 11-010: “Use of Appropriated Funds for Conducting State Partnership Program (SPP) Activities”
- P.L. 112-181, §1085: “Use of State Partnership Program funds for certain purposes”
- DoDD 5105.77: “National Guard Bureau”
- 10 USC §401: “Humanitarian Civic Assistance Provided in Conjunction with Military Operations”
- 10 USC §402: “Transportation of Humanitarian Relief Supplies to Foreign Countries” aka the “Denton Program.”
- 10 USC §2561: “Humanitarian Assistance”
- DoDD 2000.13: “Civil Affairs” (1994)
- DoDD 3000.7: “Irregular Warfare” (2008)
- DoDI 3000.5: “Stability Operations” (2009)
- Joint Publication 1: Doctrine for the Armed Forces of the United States
- Joint Publication 3-0: “Joint Operations”
- Joint Publication 3-08: Interorganizational Coordination During Joint Operations

Appendix 2 – Authorities (cont'd)

- Joint Publication 3-07: Stability Operations
- Joint Publication 3-57: Civil Military Operations
- Joint Publication 5-0: Joint Operation Planning
- Joint Travel Regulation, Appendix E
- Joint Ethics Regulation
- USSOCOM Manual 10-1: "Organization and Functions of Headquarters, USSOCOM"
- 10 USC §2274: "Space Situational Awareness Services and Information: Provision to Non-united State Government Entities"
- Presidential Policy Directive (PPD) 4: "National Space Policy of the United States of America," 29 Jun 10
- National Security Space Strategy (NSSS), Jan 2011
- DoDD 3100.10: "Space Policy"
- Unified Command Plan 2011 (UCP 11)
- Directive Type Memorandum (DTM) 09-035, Change 2 (2011): "Provision of Space Situational Awareness (SSA) Services to Non-U.S. Government (USG) Entities"
- Action Memorandum for under Secretary Otero, Circular 175: "Request for Blanket Authority to Negotiate and Conclude Agreements for Sharing Space Situational Awareness Services"
- Intelligence Community Directive (ICD) Number 205: Analytical, Analytic Outreach
- ICD 623: "Appointment of Highly Qualified Experts"
- ICD 502: "Integrated Defense of the Intelligence Community Information Environment"
- US CENTCOM Regulation (CCR) 27-14 "Authorized Support to Non-Federal Entities"
- DIA's Strategic Plan
- P.L. 99-502: "Federal Technology Transfer Act"
- DISA Charter
- Guidance for the Employment of the Force (GEF)

Appendix 3 – Survey Respondents

The DBB Task Group wishes to extend its appreciation to the following list of US Government agencies & Defense commands, components, and offices for providing detailed written responses to our survey:

- United States Army (USA) Special Operations Command
- USA, Special Operations Aviation Command
- USA, 95th Civil Affairs Brigade
- USA, 75th Ranger Regiment
- USA, John F. Kennedy Special Warfare Center and School
- USA, HQDA G-37/TR – Training Directorate
- USA, Defense Forensic Enterprise
- USA, US Army Central, Strategy & Effects Directorate
- USA, Army South
- USA, Office of the Surgeon General/Medical Command
- USA, Communications-Electronic Command
- USA Corps of Engineers
- United States Navy (USN), Naval Supply Systems Command
- USN, OPNAV52 – International Engagement
- United States Marine Corps, Installation and Logistics
- United States Air Force (USAF), A30-A
- USAF, A30-W
- USAF, A30-WX
- USAF, Mortuary Affairs Office
- USAF, Inspector General
- National Guard Bureau, NGB-J32 Counterdrug
- United States Coast Guard (USCG), Office of Incident Management and Preparedness
- USCG, Office of Contingency Exercises
- USCG, Office of Port and Facility Activities
- USCG, Office of Search and Rescue
- United States Africa Command
- United States European Command
- United States Central Command (USCENTCOM), Intelligence Directorate (CCJ2-PR)
- USCENTCOM, CCJ3, Operations
- USCENTCOM, CCJ5, Coalition Coordination Center

Appendix 3 – Survey Respondents (cont'd)

- USCENTCOM, CCJ5-O, Policy Division
- USCENTCOM, CCJ5-P
- USCENTCOM, CCJ5-Econ
- USCENTCOM, CCJ6
- USCENTCOM, CCCI-PLANS
- United States Southern Command
- United States Northern Command
- United States Pacific Command (USPACOM), J-9
- USPACOM, J-8
- United States Special Operations Command
- United States Transportation Command
- United States Strategic Command (USSTRATCOM), JFCC J35 Space
- USSTRATCOM, J2 Space
- USSTRATCOM J93
- Defense Intelligence Agency
- Defense Information Systems Agency
- Defense Advanced Research Projects Agency
- Missile Defense Agency

Appendix 4 – Survey Template

The DBB Task Group, with the assistance and sponsorship of the Joint Staff J5, authored a 14-question survey soliciting data on command PPC activities.

- 1) Are you currently using or planning to use PPCs to support your mission? Please briefly describe each PPC, in terms of the parties involved, how the PPC is used, and the objective the PPC supports (cyber, infrastructure, counter-terrorism, illicit finance, transportation/logistics, humanitarian assistance/disaster relief, etc).
- 2) What are the modes of communication used to share information and exchange ideas with the private sector?
- 3) Does your organization train or exercise with the private sector?
- 4) What are the existing authorities that you use to execute PPCs? What are the recommended authorities or collaborative processes you think should be implemented or changed to better enable the execution of PPCs?
- 5) Describe what you believe would be the likely benefits in terms of capability, funding, performance, etc of developing or enhancing PPC capabilities?
- 6) What challenges or obstacles have you experienced in using PPCs? Please describe any legal obstacles that have blocked or limited your use of PPCs.
- 7) What criteria or guidelines do your organization use to determine whether and how to collaborate with the private sector?
- 8) How is your organization staffed to manage and oversee PPCs? Which directorate or office is responsible for PPC efforts? How many full-time employees are involved?

Appendix 4 – Survey Template, cont'd

- 9) Describe your collaborations with other DoD/USG organizations in your PPC efforts.
- 10) Do you currently capture lessons learned from your PPC activities? Describe your lessons learned that might be helpful in guiding DoD collaboration with other agencies (i.e., Department of State, U.S. Agency for International Development, Treasury Department, Department of Homeland Security, Millennium Challenge Corporation, Department of Agriculture, etc) or with the private sector.
- 11) What “PPC Best Practices” venues or sources have been most beneficial to your agency to gain insights on how to execute this capability? What would be the ideal channel or venue to share these “Best Practices”?
- 12) Would a JS/OSD staff element be beneficial for establishing, coordinating, or supporting PPC activities at your agency? Please state an example of a PPC activity that could benefit your office or an obstacle that might be overcome?
- 13) Given the potential large number of stakeholders, especially in international PPCs, would a centralized staff within the Department help facilitate coordination and communicate goals and priorities? From your experience, how might a centralized staff within DoD be sized and structured?
- 14) Please provide a name, telephone number, and email address for a point of contact in your organization in the event there is a need for follow-up.

Appendix 5 – Examples

The following examples demonstrate typical successes and obstacles encountered when executing a Public-Private Collaboration.

Example – Disaster Risk Reduction

Successes

- PACOM initiated a multi-sector collaboration to address disaster risk reduction, recovery and resilience in the Pacific region
 - Sponsored by University of Hawaii, US Chamber of Commerce, PACOM, USAID, NOAA, FEMA, Rockefeller & Ford Foundations
 - Enhanced by PACOM's program of engagement with senior private sector leaders
 - Participation by US Secretary of State helped attract emerging regional leaders
- Through PACOM and the US Ambassador, Honeywell Aerospace offered Japan a radiation-detecting drone following the 2011 nuclear power plant meltdown
- Sustainable clean water programs of Rockefeller and Ford Foundation in Asia have reduced costs otherwise borne by PACOM

Example – Disaster Risk Reduction

Obstacles

- PACOM was advised by staff counsel
 - That its 4-star commander did not have legal authority to meet with the CEOs of Rockefeller and Ford Foundations
 - That he could not meet with the CEO of a major corporation on a regional strategic matter unless he met with all major companies in that industry
- PACOM was further advised that it did not have legal authority to execute a Memorandum of Understanding (MOU) with University of Hawaii, US Chamber of Commerce, FEMA, NOAA, USAID and others in connection with the conference on disaster risk reduction
- PACOM's partnership staff was told that its officers did not have authority to be reimbursed for travel with the PACOM commander to a meeting with a foundation

Example – Commander Support Programs

Successes

- Spirit of America is an NGO that works alongside US military units in active counterinsurgency theaters, unlike the typical NGO that sponsors projects after military forces are withdrawn
 - Since 2003, has managed small, local projects in Iraq and Afghanistan
 - Fills the gaps between larger and longer-term civil and development projects
 - Responds to requests and needs identified by US troop units
 - Bottom-up distribution concept for goods like sewing machines, shovels, winter jackets and hygiene kits

“I could build a building but could not provide the things needed to turn that building into a school: notebooks, pens, pencils, desks, carpets. Without these items students and teachers wouldn’t show up.”

LTC Bill McCullough, 1st Bn, 5th Marines, Nawa, Afghanistan

Example – Commander Support Programs

Obstacles

- CENTCOM's legal staff concluded in 2010 that military units did not have authority to provide Spirit of America with meals, protection or support
 - Spirit of America's founder sought help from outside legal counsel who arranged a meeting with DoD's General Counsel
 - As a result, CENTCOM introduced a new regulation allowing support of NGOs within CENTCOM's Area of Responsibility
- Spirit of America also supports U.S. Special Operations Forces in several Asian and African countries. AFRICOM's legal staff concluded that there was no legal authority for partnering under Spirit of America's program
- Four 4-star officers (CENTCOM and SOCOM Commanders, Commandant of the Marine Corps and Chief of Staff of the Army) asked the Secretary of Defense to implement a new Department-wide regulation, similar to CENTCOM's, allowing commands to provide support to NGOs on the battlefield
- Only the Secretary of Defense has authority to grant exceptions allowing military air travel for NGOs when deemed in the Department's overall interest

Example – Humanitarian/Disaster

Successes

Project Hope – 5 year operation collaborating with NGOs in 36 countries building health capacity training, education, hospitals

- PPC with USG – inside Iraq 2003-2012; donated \$30M to Basrah Children's Hospital; loyal, trusted partner
- 53-year DoD support legacy; deployed in USN sea platforms (Mercy & Comfort)
- 8 years supporting PACOM, SOUTHCOM, AFRICOM, EUCOM executing annual HCA missions; no bureaucracy, very capable
- 32 HCA missions – 88 countries; 800K patients; 10K surgeries; 200K training events; \$33M medical donations; 1,200 licensed volunteers
- 3 real world foreign Disaster Relief operations – Indonesia 2005; Katrina 2005; Haiti 2010; go-in/stay-in allowing DoD to exit
- 8K database quick reaction licensed/credentialed volunteers
- 100% cheaper than MHS providers and contracted back-fill providers; contribute \$21M/yr cost avoidance
- Provided at no cost to DoD

Example – Humanitarian/Disaster

Obstacles

- Legal
 - Lawyers...“never done it that way before”... *Service pride* accepting help...seen as weak/mission incapable
- Culture
 - Fear of making a decision, accepting perceived liability when lawyers say “No” to everything; saying “No” easier than a solution
- Won’t share cost-neutral transportation on COMAIR/MILAIR, lodging, per diem, etc...DoD gets free services...NGO gets a bill
 - Title 10 allows civilian travel at USG expense when providing services
 - Invitational Travel Orders is simple fix... seen as too untraditional...fear of doing anything unconventional, potentially ruining career

Private Sector – Keys to Success

- An enduring unmet need serves as a great driver to form a PPC
- Best potential partner is someone who already does the activity in the region/unmet need
- Collaboration is best built at the local or regional level
- Ability to look at issues from a market perspective
 - Cisco - well positioned to enable internet infrastructure to improve education and training
 - Fedex or UPS - well positioned to address logistics to improve time to market
- Senior level sponsorship and engagement on both sides key to building trust and ongoing interest
- Establish trust quickly through open lines of communication. Need to test and train for clear & candid communications and keep them open
- Ensure monitoring, governance and accountability in ongoing implementation process

Private Sector – Key Obstacles

- Forcing a PPC rather than a collaborative process
- Building a partnership is a lot easier than sustaining it
- Distrust dooms the partnership
- Lack of shared values creates expectations mismatch
- Senior leadership sponsorship on both or either side wanes over time
- One party has little skin in the game
- Inability to keep ongoing resources assigned
- Often built on an event, such as a disaster, and so not able to sustain past the event