

Strategy Research Project

Installation Management Command: Preparing Civilians for the Army of 2020

by

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United States Army War College
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USAWC STRATEGY RESEARCH PROJECT

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Abstract

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Current and future challenges require the Army to effectively train, educate, and provide experiences in the development of civilians within Installation Management Command (IMCOM) to best support the Army of 2020. Review of senior military leaders' guidance, Army doctrine, data from recent surveys and studies provides assessments of leader development issues. The issues from the comprehensive assessment are used to identify like issues in the IMCOM campaign plan. Finally, recommendations address the leader development challenges that IMCOM faces to most effectively develop civilian members of its workforce.

Installation Management Command: Preparing Civilians for the Army of 2020

This capstone doctrine publication frames how we, as the Soldiers and Civilians of the United States Army, think about the strategic environment, develop and refine doctrine, and chart a course into the future....A key component of the way ahead is remaining focused on the professionalism of our force. Our Army Values are the essence of who we are, and those values rely on a bedrock of mutual trust...

—General Raymond T. Odierno¹
ADP 1, The Army

General Raymond T. Odierno formerly commanded the 4th Infantry Division and Multi-National Corps – Iraq and is now the 38th Chief of Staff of the Army (CSA). He is charged with supporting the ongoing war in Afghanistan, pending a force draw-down in the Army and a rebalancing of missions between its components. He has made clear that the Army must adapt and change to remain the world's dominant land force while preserving the professionalism of its uniformed and civilian members. Army values are central to the U.S. Army as a profession of arms as well as to sustaining its contribution to U.S. strategic and operational superiority.²

Modern U.S. history is replete with varied degrees of success in World War II, Operations Desert Shield and Desert Storm, and most recently operations in Iraq and Afghanistan. Each war has been different in character. Our Nation and Army face new and complex global security challenges. These challenges call for a reshaping of America's defense priorities. Strategic military planning to support national policy objectives must create priorities and plans to face threats of violent extremism, proliferation of lethal weapons and materials, destabilizing behaviors of Iran and North Korea, the rise of new powers across Asia, and dramatic changes in the Middle East.³

Today's global threats and the Volatile, Uncertain, Complex and Ambiguous (VUCA) environment require change to the historical pattern of U.S. conflicts over the

past century. Today's post-war political and military decisions should differ from what has been done after previous American conflicts. In the past, after the U.S. defeated its enemies, executive and congressional leaders made drastic force reductions. The United States also erred by consistently underestimating the ferocity, dedication, and combat capacity of the next enemy and the nature of the next fight.⁴

Today, the Army has the opportunity to focus training, education, and experiences on the members of the profession as it prepares for the next potential conflict. Budget restrictions, Continuing Resolution (CR), and sequestration will require reductions in personnel strength and force structure. The Army must focus development of its people to prepare them to lead through new and familiar challenges the Army will face. Soldiers and military civilians must be prepared when our political leaders call on the Army to support national policies and to decisively win the next conflict.

With these present and future challenges, how does the Army most effectively develop civilians within Installation Management Command (IMCOM) to best support the Army of 2020?

This paper reviews statutory authority, senior military leaders' guidance, Army doctrine, data from recent surveys, and studies of leader development. The paper will assess gaps in the IMCOM campaign plan and make recommendations to mitigate IMCOM's leader development challenges.

IMCOM is responsible to "...oversee all facets of installation management such as construction; barracks and Family housing; Family care; food management; environmental programs; well-being; Soldier and Family morale, welfare and recreation programs; logistics; public works; and installation funding."⁵ IMCOM manages 184

installations and associated people, resources, and infrastructure on each installation. IMCOM's work force has diverse education, training, and experiences; it is staffed predominately by civilians. They deal with a wide range of complex technical issues.⁶

Installation Management Command's mission is to synchronize, integrate, and deliver installation services, and to sustain facilities in support of Senior Commanders in order to enable a ready and resilient Army.⁷ IMCOM was activated in October, 2006 to reduce bureaucracy, apply a uniform business structure to manage unified resources, sustain the environment, and enhance the well-being of the military community. This diverse work force had previously been part of three organizations and had been managed by fifteen different major commands.⁸

As of 2013, the 115,000 personnel in IMCOM are predominantly civilian with 44,600 government service (GS) employees, 28,100 non-appropriated fund (NAF), 40,000 contractors, and 2,100 military members. (Uniformed members are less than 2% of IMCOM.)

This workforce requires leader and employee development through education, training, and experience to achieve organizational goals and effective employee performance. The commanding general through the IMCOM campaign plan assigned these responsibilities to all commanders with support of a program developed by the IMCOM G7 Training. The IMCOM objectives are to develop, manage, and support training and leader development while linking training and career management.⁹

IMCOM further developed imperative training objectives: "(1) Encourage an equal commitment by the institution, leaders, and individual members of the profession to lifelong learning and development; (2) Manage military and civilian talent to benefit both the institution and the individual; (3) Balance our commitment to the Training, Education, and Experience

pillars of development; and (4) Produce leaders who are mentors and who are committed to developing their subordinates.”¹⁰

Approximately 38.7% of the IMCOM workforce is GS employees – the largest civilian workforce in the Department of Defense. Army civilians are full-time, long-servicing members who provide the complementary skills, technical expertise, and competence required to project, program, support, and sustain the uniformed side of the Army. Title 5, United States Code (USC), governs the Army’s civilian workforce and places them within the Army Profession.¹¹ While contractors provide valuable support to the Army Profession, they are not members of it, and so are not addressed in this paper.¹²

The overarching strategy to reach the Army of 2020 transitions from today’s force, in an era of fiscal austerity, and provides the necessary leadership to accomplish the mission sets as part of Joint Force.

Senior Leader Guidance

CSA General Odierno provided guidance in the introduction to Army Doctrine Publication (ADP) -1 on the critical role of the civilian military corps in today’s Army and the Army of 2020. He wrote, “Civilian agencies of the United States Government are indispensable partners with land power.”¹³ He noted the Army must capture their experience and continue sharing experience across the Army and onto the next generations.¹⁴

Our Army stands on the edge of a major transition from the selfless service and sacrifice of our campaigns in Iraq and Afghanistan and throughout the world; they are poised to support a wide and diverse range of military operations for the Nation. We must sustain both our demonstrated battlefield performance and experience, and best prepare those leaders and future generations of leaders to grow professionally and fulfill our future duties to the Nation.¹⁵

General Odierno expects Army members to lead and maintain our recent combat experiences, while providing professional service to the Nation, and prepare for the future. Accordingly, Army civilians must demonstrate leadership, initiative, and proficiency in providing support to the development of those new military members. IMCOM must produce leaders who can effectively operate in the Army.

General Martin Dempsey, Chairman, Joint Chiefs of Staff, and General Odierno provide consistent guidance on preparing the Army for the future with its most precious resource, its soldiers and civilians. The direction is clear: the entire force (uniformed and civilian) must be professional and adaptable to sustain the military capabilities to provide national security. In order for the Army to meet the CSA's directive on professionalism, they must invest leadership, ingenuity, time, creativity, and resources into the leader development of military and civilian members. Effective leadership development enabled by appropriate resource allocation will allow the U.S. Army to maintain its edge in 2020 and beyond.

Doctrinal References

Current doctrine directs the Army in preparing leaders for the future "The Army," identifies the Army Civilian Corps and reinforces senior leaders' guidance in development.¹⁶ The Army profession recognizes two communities of practice: the *Profession of Arms* and *Army Civilian Corps*.¹⁷

We impart our professional knowledge through training (Operational domain), education, (Intuitional domain), and experience (Self-Development domain). Doctrine expresses this common body of knowledge that Soldiers and the Army Civilians Corps use Leader Development. Individual education maintains professional knowledge across generations. Individual and unit training transform knowledge into expertise—a high level of skill in applying knowledge in actual situations.¹⁸

Army Doctrine Publication (ADP) -1 details what it means to be a member in the Army Profession and reinforces IMCOM leader development. It is clear on education, training, and experiences being critical for Army Soldiers and civilians. With the CSA's attention to leadership development, the Soldiers' Creed, and Warriors' Ethos appear at the beginning of ADP-1, followed by the Army's Civilian Creed, (Figure 1).¹⁹ The Civilian Military Corps is an essential member of the Army Team and sustains continuity for the Army.²⁰

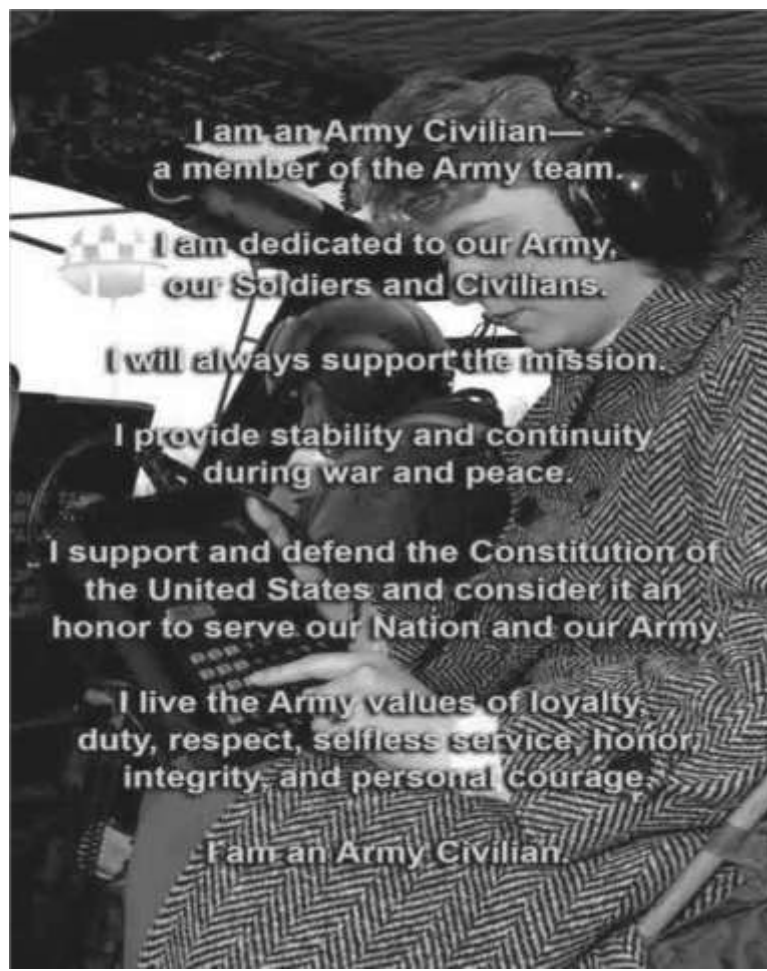


Figure 1. Civilian Creed, ADP - 1²¹

Army Doctrinal Reference Publication (ADRP) 6-22, "Army Leadership", is the key document for members of the Army Profession. It describes the leader attributes

and core leader competencies that make possible focused feedback, education, training, experiences, and development across all leadership levels. It describes the Leader Development Model with its three pillars and three domains.²²

Figure 2 illustrates linkage of the three pillars and domains of leader development. The training pillar is the principal element within the Operational Domain; the education pillar dominates the Institutional Domain; and the experience pillar is predominant within the Self-Development Domain.

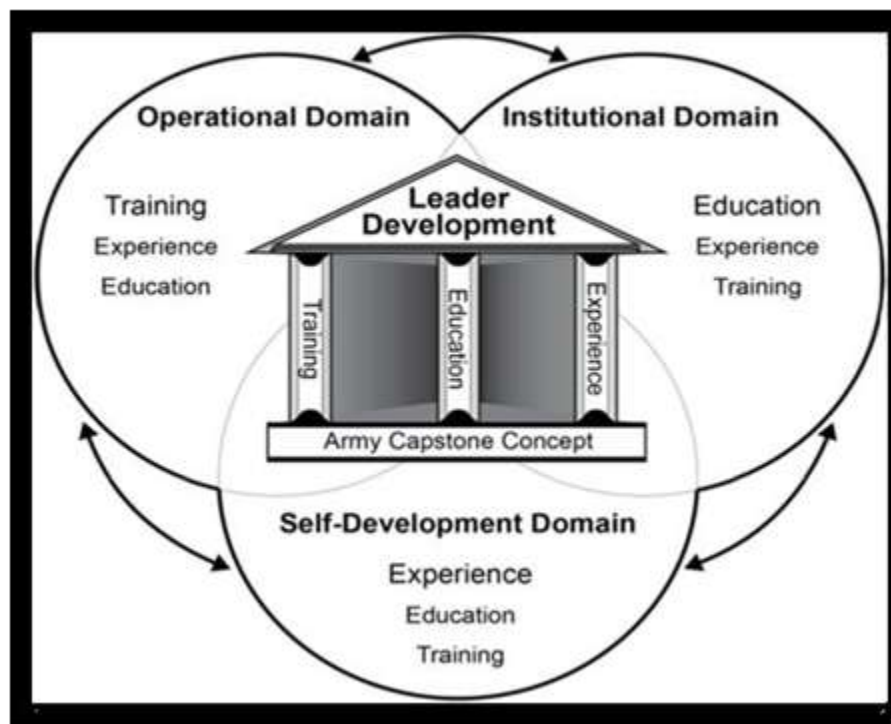


Figure 2. Leader Development Model, ADRP 6-22²³

Three other doctrinal sources provide structural support for developing leadership in the Civilian Corps. They are ADRPs 5-0 and 6-0, and the Army Civilian Training, Education and Development System (ACTEDS).

ADRP 5-0, The Operations Process, establishes common communication and procedures so that the organization succeeds and maximizes productivity. This is

aligned with developing, educating, training and providing experience to the Civilian Corps to meet Army requirements, especially during resource reductions.²⁴ This is key to the operations process and provides standards that can be used for assessing progress.

ADRP 6-0, Mission Command, explains Mission Command philosophy as the exercise of authority and direction using mission orders to enable disciplined initiative within the commander's intent.²⁵ It is a method for commanders, Army civilian leaders, their staffs, and subordinates to use to maximize results in planning and executing mission. Key is balancing the art of command with the science of control. Effective IMCOM leaders follow these standard procedures to maximize the productivity and results of their organizational members (soldiers and Army civilians) and is consistent with ADRP 5-0.

The ACTEDS is a requirements-based system that ensures planned development of the Civilian Military Corps through a blending of progressive and sequential work assignments, formal training, and self-development for individuals from entry level to key positions. ACTEDS seeks to assure the systematic development and sustainment of Army's civilian workforce, and the development of technically competent and confident civilian leaders essential to Army readiness. ACTEDS supports leader development for its members. This development has improved immensely over the years, but there is still room for improvement. ACTEDS's mentoring and development would improve any organization. ACTEDS aligns well with ADRLs 5-0 and 6-0.

Leader development courses are managed by Army and the Army G-3 supports these goals.²⁶ Leader development is the Army's core competence in a profession that succeeds or fails based on its leadership.²⁷

Financier Bernard M. Baruch's greatest service was as an U.S. economic adviser during both World Wars and as a confidante to six presidents.²⁸ He was key in seeing America through rough economic times. Experience led him to say, "Don't begrudge the time you spend developing, coaching and helping your people to grow so they can carry on when you're gone. It's one of the best signs of good leadership."²⁹ This echoes the Army's manuals, its doctrine and senior officers' messaging. Military and civilian leaders must spend time developing leaders of character and competence. Army values-based leader development is the first imperative to insure the sustained effectiveness of the U.S. Army. This becomes even more vital in times of change and fiscal stress.

Papers, Studies, and Surveys

The Army Strategic Planning Guidance (ASPG) of 2013 highlights how the Army must leverage the capacity and capabilities of the Total Force – Active, Guard, Reserve and Civilian. Army senior leaders must advise political leaders so that the Total Force is combat-ready to support the combatant commander requirements as force packages.³⁰ Under the training and leader development section of this year's The ASPG identifies leader development as critical to future operations.³¹ ASPG cited developing military and civilian leaders to meet the challenges of the 21st century as one of the Army's three essential focus areas.³² Leader development is the best means to ensure that IMCOM, as a part of the Total Force, can adapt to whatever an uncertain future may bring.³³

It follows that the civilian corps must train, educate and provide experiences parallel to and even in advance of these leader development requirements. The Secretary of the Army and the Army Chief of Staff directed in October 2010 that the Commanding General, Training and Doctrine Command (TRADOC) lead a campaign of learning to review the Army as profession. It is “essential that we take a hard look at ourselves to ensure we understand...how we have changed, and how we must adapt to succeed in an era of persistent conflict.”³⁴ This campaign produced The White Paper, “The Army Civilian Corps,” which reinforced the integral role of civilian component of the Army Profession in providing vital expertise in accomplishing the Army’s mission.³⁵

The White Paper identifies all Army leaders, soldiers and civilians as professionals responsible for insuring that the Army will remain a profession in the coming period of fiscal constraints and increasing global complexity. Unless leaders can lead effectively, the Army’s future as an institution of character, competence and preparedness will be jeopardized. Leaders must embrace the Army’s culture and demonstrate behaviors that manifest the values and essential characteristics of a military profession. IMCOM civilian leaders will be challenged in providing this leadership as Army personnel is reduced and the fewer people who remain are asked to do more.

The White Paper identified the Civilian Work Force Transformation (CWT), a program initiative for a more flexible and adaptive workforce.³⁶ Of the six lines of effort (LOE), one has particular relevance to this paper:

Civilian Leader Development

Civilian Leader requirements and align civilian leader education, training, and experience programs with these requirements and secure resources needed to fund

these programs. The intended outcome is deliberate, focused development of Army civilian leaders.

In April 2011, Department of the Army (DA) policy required all Army civilians to be mapped to a career program.³⁷ As of March 2013, these tasks have yet to be accomplished. With fewer resources, executing this policy will become more difficult.

In 2011, the Secretary of the Army and the Chief of Staff directed the Center for Army Profession and Ethic (CAPE) to join with Army schools and research centers to assess the Army profession after a decade of war. CAPE assessed the Army (military and civilians) by Army-wide surveys, discussion panels, and focus groups. Its research identified seven key areas needing correction or improvement. The fifth area is of particular interest to civilian members of the profession: Investing in leader development for the Army of 2020. CAPE researchers recommended implementing a list of 51 Army Profession Strengthening Initiatives (APSI) aimed at leader development to address identified shortfalls. Twenty-seven of these initiatives have been approved for execution, and eleven remain under consideration.³⁸

In 2005, the Center for Army Leadership Annual Survey of Army Leadership (CASAL) was established by Center for Army Leadership (CAL), Combined Arms Center (CAC) to assess and track trends in Army attitudes about leader development, the quality of leadership, and the contribution of leadership to mission accomplishment. This report presents Army civilian findings in the 2011 CASAL and is the authoritative source for how Army leaders assess the state of Army leadership and leader development. In 2011, rigorous surveys were administered to 9621 Army civilians, and its data and findings are generalizeable to the IMCOM civilian population.³⁹

The key findings for the Army Civilian Military Corps were the quality of leadership and the quality of leader development. The finding provides focus on how the Army can most effectively develop civilian leaders within Installation Management Command (IMCOM) to best support the Army of 2020. Comparing data from other Army cohorts (Officer, Warrant Officer, Noncommissioned Officers (NCOs), Enlisted and Civilian Military) with the Army Civilian Cohort can highlight opportunities.

A difference appears in the level of trust and confidence that all cohorts have for their leadership. When new members – those younger in age and experience – join the profession, they arrive with a positive outlook. They have confidence and trust in their leaders. But at the mid-level, GS10 through GS14, professional confidence and trust in leadership declines. At the senior level (GS15 and- senior executive service (SES)), trust and confidence rise. The CASAL study attributes the drop in mid-level trust and confidence to hardening from life experiences. The study attributes the rise in senior level cohorts' trust and confidence to their own experiences in making hard decisions.⁴⁰ For leaders to optimize the identification, training and development of other leaders, and to advance retention through knowledge, skills and talent, they can recognize that trust and confidence change for each cohort over time, and have developmental opportunities for the mid-level leader.

The study found the following points about the Civilian Military Corps members: **Develops others is the competency that receives the highest number of negative assessments** with the pertinent behaviors of: getting results; preparing self; demonstrating resilience; and impact on subordinate safety and work quality.

Notably, **informal methods of leader development for civilians are seen as having the largest impact on their development.**

Workload stress is seen as a serious problem by more than one third of civilian leaders. While Basic military, Intermediate and Advanced Courses are generally perceived as effective by graduates, **the civilian Foundation Course and Supervisors Development Course are rated less favorably.**

Leaders can develop other leaders by using informal methods, by addressing workload stress, and by improving the quality of their civilian schools.

Seven Findings Stood Out Which are Directly Applicable to IMCOM Civilians Findings Affecting IMCOM Civilians

1. We must be an adaptable, thinking professional Army if we are to sustain our capacity to be militarily dominant during financial reductions.
2. To meet the CSA's guidance on professionalism, we must invest superior leadership, excellent planning, ingenuity, time, creativity, and resources, into the training, educating, and providing experience to our civilian members.
3. Despite recent policy emphasis, Army civilian workforce is not generally developed to be leaders. This must be changed with a systematic civilian leader development commitment.
4. ADP-1 is clear on education, training, and providing experience being critical to leader development for both Soldiers and civilians. These efforts should focus upon leader development per ADRP 6-22, ADRP 7-0, CWT and the Army Strategic Planning Guidance of 2013. Development should occur in alignment with the leader development pillars and domains of the Army.

5. The CASAL surveys reveal the need for improved Army civilian leadership, especially in the development of others. Leaders should focus on informal methods of leader development for civilians because they are seen as the most effective. The Civilian Supervisors Development Course should be improved and appropriate metrics applied to assess degrees of improvement.
6. Our most precious resources are Soldiers and civilians. They therefore must be educated, trained and provided experience to lead. Effective leaders will ensure that the Army remains the world's dominant land force.
7. A key component is remaining focused on the profession and its foundation of the Army Values, character and competence.

The central theme that affects every finding is leadership, communications and education. Leader Development is achieved through training, education and experience in character and competence. The next section analyzed the leader development model in the context of IMCOM's campaign plan.

Assessment of IMCOM Campaign Plan

The literature review revealed leadership, communication, and education as the three reoccurring themes. As discussed earlier, IMCOM accomplishes these themes through its campaign plan which has six Lines of Effort (LOE) (Table 1). The three reoccurring themes; leadership, communication, and education are nested throughout IMCOM's campaign plan, but they are predominately addressed in the third LOE, Leader Work Force Development. This LOE identifies six keys to success.

Table. 1 Keys to Success

- 1** – Multi-Skilled and Adaptive Leaders
- 2** – Constant Communication and Continuous Feedback
- 3** – Teamwork, Professionalism and Selfless Service in All Things
- 4** – Empowered Workforce Focused on Collaboration and Innovation
- 5** – Continuing Education and Training Opportunities
- 6** – A Resilient, Sustainable and Healthy Workforce

The IMCOM commander and his staff developed a comprehensive campaign plan that addresses many of the seven issues addressed earlier, but every plan has room for improvement. To better address resolving the leadership, communication, and education reoccurring themes in the campaign plan, the Commanding General (CG) and staff should consider expanding the goals, and metrics for keys to success #2 and #5. The goals should address constant communication for Army Values---Instilling valued based, results-producing, leaders of character to effectively supervise, rate, counsel, coach, and mentor individuals. IMCOM must expand their metrics so that the feedback is from redundant sources. For example, besides the reports generated by leaders, an impartial survey should be used to gather metrics.

The IMCOM commander and his staff developed a comprehensive campaign plan that addresses the seven findings affecting IMCOM Civilians, specifically LOE #3 Leader Work Force Development. CG, IMCOM established systems and procedures to address the seven areas of concern, at each level of leadership within IMCOM. This multi-level approach leveraged the CASAL findings regarding differences in trust and confidence based on level of experience. IMCOM built redundancy in the systems and procedures, such as identifying a team of superiors that will address individual development in a sequential career-path-like process. IMCOM's campaign plan is focused on developing civilians who begin at the lowest entry level and progress to

retirement. The campaign plan, however, does not address how IMCOM plans to develop civilians who do not enter the corps at entry level, but join at different ages and levels of seniority. These individuals require different approaches in education, training, and experience so to best support the Army in 2020.

IMCOM must also consider those civilian employees who are hired for a limited technical skill. These individuals may have limited or no upward mobility. Those who lead such individuals face different individual developmental challenges and must be highly effective themselves in leading, planning, and in the use of ingenuity to compensate for a limited career path. These civilian members will require mentoring and counseling like others, but may also require additional motivation, increased responsibilities and learning opportunities after remaining in the same position for an extended time.

Installation Management Campaign Plan's goals are to use Individual Development Plans in concert with performance counseling to establish an organization environment that values and encourages life-long learning, and encompasses a pyramid of self, organizational and institutional development. In addition to technical competencies, emphasis is placed on leadership competencies, e.g., Critical Thinking, Time Management, Information Management, Leadership Alignment for Managers, Human Resource Practical Solutions for Supervisors, etc.

The IMCOM Mission is to: "synchronize, integrate, and deliver installation services and sustain facilities in support of Senior Commanders in order to enable a ready and resilient Army."⁴¹ Its Installation Management Campaign Plan (IMCP) is

nested with current senior military leaders' guidance, Army doctrine, research, and survey data, and will be measured by metrics.

Developing Army civilian leaders has not kept pace with the long-term and traditional focus of developing military leaders.”⁴² This has improved over the recent years, but it remains the most critical difference between the development of a civil military servant and a military member. Military members are accessed and developed to be leaders. Civil servants are not, necessarily hired to be supervisors but technical experts. There are civil servant training and development programs, but it they are not seen as effective as their military educational counterparts. Future IMCOM development should seek maximum developmental benefits based on the Army's leadership needs of 2020.

Recommendations

Leader development is integral to leadership's professional responsibility and mission. IMCOM has a great foundation for development, but it needs a Civilian Leader Development framework that is multidimensional, continuous, progressive, and lifelong. It should occur in the operational, institutional and self-development domains and, in many ways, should resemble the best parts of Army officer development.

LTG James Pillsbury, former deputy CG of the Army Material command (AMC), said, “Civilian personnel...are best served...when they are provided with the resources and direction that enable and empower them to work toward accomplishing their organization's mission and attaining its visions.”⁴³

Pursuant to the Chief of Staff's emphasis on the foundation of trust, the military leader must take the first steps towards instilling trust and responsibility in the civilian employee. Leadership expert John Maxwell writes, “People become strong and effective

only when they are given the opportunity to make decisions, initiate action, solve problems, and meet challenges.”⁴⁴

During the past decade of persistent conflicts, the role of the Army Civilian Corps broadened significantly from providing routine administrative support to conducting many of the Army’s operations within the Generating Force. In doing so, it faced the risk of death and bodily harm by volunteering to stand alongside war-fighters in the Operational Force. Army civilians joined the fight by supporting operations across the full spectrum of conflict.

The Army has a professional responsibility to prepare Army civilians to lead in this new, volatility, uncertainty, complexity and ambiguity (VUCA), environment. Leader development would leverage one of the great strengths of the civilian workforce: “They are stable, remaining in their jobs for much longer periods of time than the military. They learn their jobs and hone the skills necessary to be at the highest level of skill and knowledge in their fields.”⁴⁵ Most civil servants are indeed “knowledge workers.”⁴⁶ Without leadership, however, “his expertise; however, can become “a drawback when it comes to change and change management.”⁴⁷

Dr. Craig Kuriger, Adjunct Professor at Black Hawk College and retired Department of the Army Civilian, adds, “For the military leader, managing a civilian workforce is different from leading military subordinates.”⁴⁸ Military members must appreciate these differences or risk failure in leadership when working with civilians.

Two principal recommendations are: (1) Educate leaders about, and enforce their performance of, developmental responsibilities, and (2) Strengthen their focus on

developing others in the Army Leader Development System. IMCOM leaders must be reminded of these two principal. More import they must execute them.

Training and Education: Prepare for the Next Fight in the VUCA Environment

IMCOM's campaign plan centers on individual and character development on the Army values, Warrior Ethos and Creed, and the Civilian Creed. The campaign plan has internal, external, formal, and informal training opportunities. Schooling within the civilian workforce is more informal than the military model and depends on superiors and organizations to send the employee to school."⁴⁹

IMCOM training should focus on measurable skills in each category while education provides the theoretical basis for the skills. Experiential work includes practice and teaching of skills to others.⁵⁰ Funding would be protected as much as possible, and training could continue based on initiative rather than budget. Full utilization should be encouraged of existing Army Career Program plans, published "road maps" and capabilities of the Army Career Tracker (ACT) to benchmark progress.

CG of IMCOM directed his staff and leaders to identify creative ways for his command to fully leveraging of educational partnerships, internal Distributed Learning, Installation Management Community Academy, Army/DoD Fellows Programs and Developmental Assignment Program, TRADOC, Army Management Staff College, Army Logistics Management College, and external -- Industry, Municipalities, Trade Schools, Community Colleges, Universities, and Professional Associations such as city management, accounting, human resources, engineering, logistics, and clinical/social services. These partnerships will education training and provide experiences to fill vacancies in leadership and employee in IMCOM

“There are many programs to train and educate the civilian workforce, but they remain uncoordinated.”⁵¹ Placing additional responsibilities on the leaders who now must spend energy and time researching, coordinating, and funding each individual’s leader development experience.

Organizational leaders must ensure that civilian employees are sent to training. Employees must experience the trust of their leaders demonstrated through the investment in their profession development. “One of the fastest ways to build people up is to train them,” says Maxwell, “People receiving training perceive that the organization believes in them and trusts them.”⁵²

Annex C of the IMCOM’s campaign plan, provides a detailed description of responsibilities for Leader Development from the senior GO and SES down to the lowest ranking soldier and civilian. The plan is nested within direction and doctrine, and relies upon education, training, and experiences. It discusses growing leaders, supervisors and workforce in the profession. But this plan now faces fiscal limitations and personnel cuts in the current fiscal environment. With less money, people and increased workloads for those remaining after the cuts, who, how and when will they execute the plan?

If there are no funds to train, leaders can train on their own. “Goal setting, conflict management, simple team building... the training itself, *in many ways*, is less important than the interaction that occurred.”⁵³ Better trained civilians lead to better long-term performance. “The more we...train and develop our talented Army civilians, the more responsibility and autonomy they will acquire.” A lack of leadership training is not unique to civil service.⁵⁴

The U.S. Army must embrace the philosophy and warfighting functions of Mission Command in all domains of the Army Profession. Mission command has already served the mission superbly in Iraq and Afghanistan out of operational necessity. Now codified in Army doctrine, it provides at once the right command concept for the times to most rapidly develop leaders. Yet it is not well understood in the total force. Nor is the method of application in non-operational duties widely understood. The Army needs to continue to find ways to better teach the doctrine and show by concrete examples application in all duties.

Following mission command philosophy, control must be decentralized. It requires the first-line supervisors to identify the needs of, and steward, their subordinates. Here, understanding and active leadership by mid-level military and civilian leaders are key to success.

Change is often resisted. Psychologists Kegan and Lahey discovered that all humans naturally and emotionally resist change.⁵⁵ “Walt Disney is credited with saying that “change is inevitable, growth is optional.”⁵⁶ If we are to execute the best plan to sustain values, ethic and superiority during a drawdown, we have to lead change that equips civilian leaders to face human opposition to change.

The Army is composed of people and professional relationships. The U.S. Army’s drawdown after the first Gulf War, which was the first time that the nation chose to reduce its All Volunteer Force, received mixed reviews, particularly on the retention of quality members. In 1995, noted strategist Elliot Cohen quoted then Secretary of Defense, Dick Cheney, “Historically, we’ve always gotten it wrong. We’ve never done it right. You can’t find a time in this century when we’ve been through one of these cycles

where we did, in fact, take the force down in an intelligent fashion.”⁵⁷ The Army lost 25.8% of its quantitative strength, from 770,000 to an end-strength of 572,000 according to the official Secretary of Defense source.⁵⁸ Currently in 2012, “the Army is preparing to launch a five-year, nearly 50,000 soldier drawdown, using a combination of accession cuts and voluntary and involuntary separations, similar to the post-Cold War drawdown of the 1990s.”⁵⁹ The U.S. Senate’s 2013 Defense Department authorization bill — which the Senate Armed Services Committee passed in May — would likely cut about 39,000 civilian employees.⁶⁰ This is our opportunity to do it right by focusing on highly relational, low-cost IMCOM leader development.

Conclusions

Leader development sits in the very essence of the Army mission, the professional military ethic, the Army Values, and the Army ethos. Without effective leaders, the Army risks straying from its principles and its resulting effectiveness. Thus, leader development is an individual and collective responsibility: it must be purposefully guided by the institution, leaders, and mentors, regardless of budget and personnel limitations. The doctrine exists, but it is not being effectively used or trained.

Leader development is a mutually shared responsibility between the institutional Army (i.e., the schoolhouse), the operational force (i.e., tactical units) and the individual (i.e., self-development courses).

ADRP 7-0 “Training Units and Developing Leaders,” clearly outlines the purpose and process of leader development. Through this process, the synthesis of an individual’s training, education, and experience contribute to individual growth over the course of a lifetime. The three components of leader development occur in each of the three domains. Stakeholders in each domain cannot abdicate responsibility for any

particular component of leader development to another domain. Surrounding the model are peer and developmental relationships that effectively deepen development. These relationships are critical to growth and involve sharing, counseling, coaching, mentoring and role modeling.

How can IMCOM civilians be best prepared to support the Army of 2020?

IMCOM civilians must reinforce and sustain Army Values-best practices that enabled a decade of battlefield and garrison performance. The Army must boldly transform systems that produce a civilian leadership culture depends more leader development and leader proactive involvement.

The Army Civilian Corps is essential to the ethos and the Army Profession. Its leadership must be equal to that of the Army's uniformed members. Accomplishing this in a time of resource reductions will require leadership and intentionality, executed in alignment with doctrine and guidance. IMCOM has an historic opportunity to use existing training, education and experience to develop effective civilian leaders at a key point in the history of the U.S. Army.

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