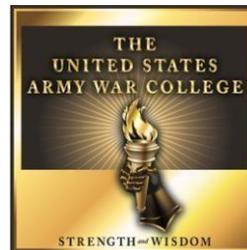# Strategy Research Project

An Army at Rest: Encouraging Mission Command in a Garrison Environment

by

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Mission command enables the future joint force to successfully navigate the increasingly dynamic and complex operational environment. Trust, and the Army's ability to foster trust across each echelon, is critical to mission command's premise of leaders at all levels empowered through trust to execute disciplined initiative within the commander's intent. As the Army transitions from a decade-plus of persistent conflict to garrison, leaders face challenges in fostering this trust. This research project explores the importance of trust as it relates to the philosophy pillar of mission command and how one builds trust. Next, it defines the garrison environment and the inherent risks to trust. Finally, it makes recommendations on how to encourage and sustain mission command in garrison.

An Army at Rest: Encouraging Mission Command in a Garrison Environment

> *Mission command*…is the conduct of military operations through decentralized execution based upon mission-type orders. Successful mission command demands that subordinate leaders at all echelons exercise disciplined initiative and act aggressively and independently to accomplish the mission.
>
> –Joint Publication 3-0, *Joint Operations*[1]

Mission command is a "key component of the C2 [command and control] function" listed in Joint Publication (JP) 3-0, Joint Operations.[2] Mission command is also foundational to the success of leaders of Joint Force 2020, who will "operate in a dynamic security environment" characterized by an "increasingly competitive and interconnected" yet decentralized enemy.[3] Mission command is a system of systems that is "equal parts philosophy, warfighting function, and system" that facilitates leaders and operations in today's complex battlefield.[4] It is omnipresent in Army and Joint doctrine, from classrooms at the Command and General Staff College and Army War College to countless maneuver rotations at the Army's combat training centers (CTC) and even the battlefields of Iraq and Afghanistan.

Mission command dominates the Army's view of training and combat. As the wars in Iraq and Afghanistan officially end, however, the force faces a return to a garrison environment, further complicated by the inevitable post-war drawdown and looming fiscal constraints. Thus, the Army faces a problem: how to encourage and sustain mission command in the absence of actual combat. How well it does or does not accomplish this task could determine the fate of the Army's success in the next war.

This paper focuses on the "philosophy pillar" of mission command, and the importance of trust to that pillar. Although all three pillars are important to the overall application of mission command, the philosophy pillar focuses on the leader and his/her

ability to establish trust and trusted relationships. This paper will discuss why mission

command is important, why trust is so crucial to it, and how leaders form trust. Finally, it

will define the garrison environment, discussing mission command in various

environments, and make recommendations for improving the philosophy pillar of

mission command in a garrison environment.

The mission command philosophy is "the exercise of authority and direction by

the commander using mission orders to enable disciplined initiative within the

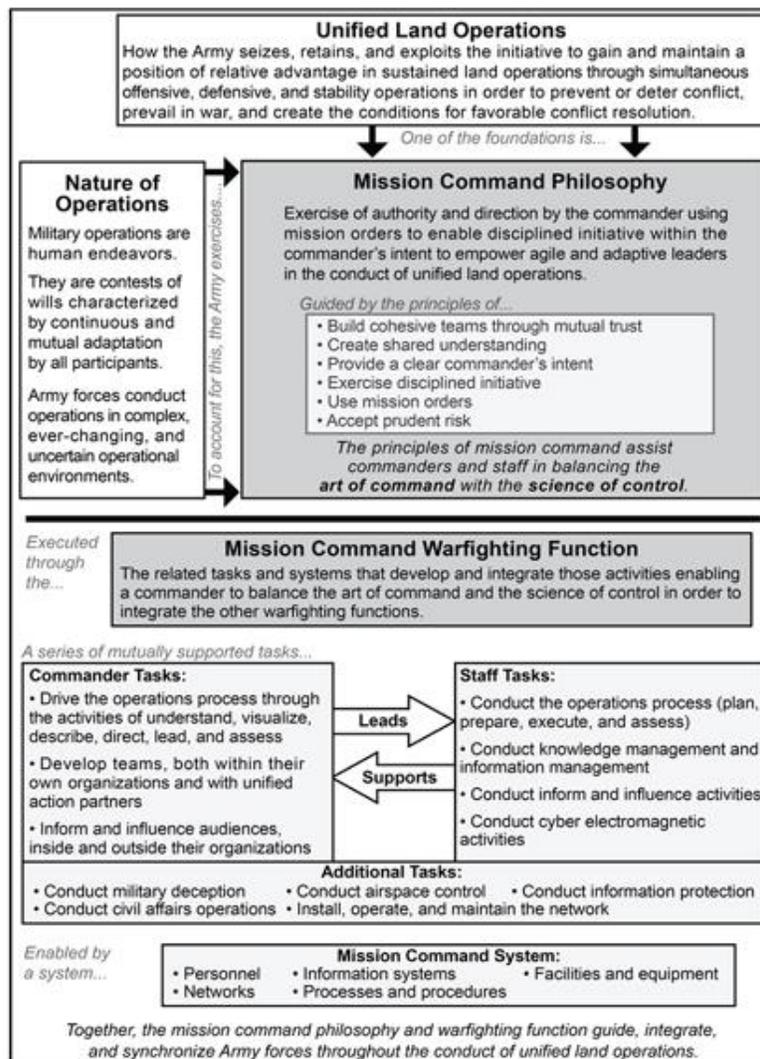commander's intent to empower agile and adaptive leaders in the conduct of unified

land operations."[5]

Figure 1. The Exercise of Mission Command.

2

It rests on six founding principles: building "cohesive teams through mutual trust," creating "shared understanding," providing "a clear commander's intent," exercising "disciplined initiative," using "mission orders," and accepting "prudent risk."[6] The mission command warfighting function contains the "related tasks and systems that develop and integrate those activities enabling a commander to balance the art of command and the science of control in order to integrate the other warfighting functions."[7] The mission command system comprises "personnel, networks, information systems, processes and procedures, and facilities and equipment."[8] Together, the system and the warfighting function enable the philosophy, with the focus on developing shared understanding across the organization. In essence, mission command is about how leaders command their units, their ability to communicate clear intent and to gain shared understanding and then to empower their subordinates through trusted relationships to exercise disciplined initiative within that intent.

Mission command derives from the German term *Auftragstaktik*, or mission tactics, "a flexible system of organization, with units and doctrines being formed for specific missions in battle" that stressed "proper planning at the small unit level and more openness and flexibility for the higher commanders."[9] The German army left a great deal of initiative "in the hands of lower ranking commanders."[10] Like mission command, it stressed cohesive teams, clear intent, and disciplined initiative.

Why Mission Command?

The past decade plus of persistent conflict has given rise to an increasingly complex, fast-paced, and ambiguous environment with enemies who are ill-defined and decentralized, and who employ irregular methods that reduce the effectiveness of our technology and advanced weapons. Today's volatile, uncertain, complex, and

ambiguous (VUCA) environment, coupled with an adaptive, agile and freethinking

enemy, require our military to operate with greater agility and speed. Mission command,

with its inherent flexibility, shared understanding, and adaptive and empowered leaders

allows Army leaders at each echelon to do just that.

The mission command system also provides tremendous capabilities and value

to our operations and is the key aspect of providing a common operating picture (COP)

– and shared understanding – at echelon, throughout a theater of operations. The Army

Battle Command System (ABCS) (Fig. 2) is a key piece of mission command.
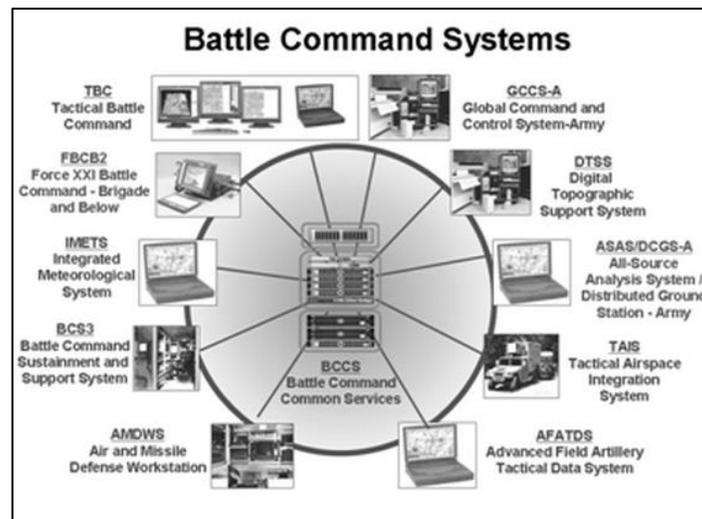
Figure 2. The Army Battle Command System

ABCS is a "collection of information systems that provides commanders and staff with

SA [situational awareness], situational understanding, and the capability to exchange

necessary information across echelons and warfighting functions" during combat

operations in theater.[11] These systems digitally link critical mobile, airborne, and

command post systems at echelon to facilitate a unit's COP and understanding of the

operational environment. Through these systems, critical information passes from

command post to command post and from unit to unit in near real-time, allowing

commanders to see ongoing operations; units traversing the battle space; the speed and location of convoys; templated enemy and improvised explosive device (IED) locations; and historical enemy and IED attacks--all through a series of computer mouse clicks. Situational awareness also helps facilitate clearing of ground and air in order to call in air or artillery strikes; facilitates tracking of convoy movements throughout the area of operations; and allows logisticians to plan fuel and ammunition resupply.

The Importance of Trust in Mission Command

"Building cohesive teams through mutual trust" is the guiding principle of mission command.[12] Trust is at the "foundation of every organization."[13] It is "the moral sinew that binds the…force together, enabling the many to act as one in the cross-domain application of the appropriate amount of cumulative combat power at the right place and time."[14] Trust is essential to building cohesive teams and is therefore the cornerstone for mission command. "One of the most basic and yet most critical components in a human relationship is the trust that one has for the other."[15] Once established, trust allows organizations, teams, and units to "work together to achieve remarkable results."[16]

Trust is also at the foundation of all branches of the military. The United States Armed Forces, through our oaths of office, have a contract with all Americans:

> I…do solemnly swear (or affirm) that I will support and defend the Constitution of the United States against all enemies foreign and domestic; that I will bear true faith and allegiance to the same…So help me God.[17]

This contract is a basis of trust that the Department of Defense will "provide the military forces needed to deter war and to protect the security of our country."[18] In short, Americans trust that the military will be there to keep them safe, and for the past decade-plus, the military has enjoyed a high level of trust. In fact, 78% of U.S. adults

polled in all major social and demographic groups rank the military first among the top ten occupations. [19] As General Raymond Odierno, the Army Chief of Staff, once said, "We are America's trusted professionals…The American people have entrusted us with the most solemn responsibility, protecting the Nation, and our success begins with a foundation built on trust--trust in one another, trust in our leaders, and trust in the Army."[20] Just as the country trusts us as a profession, we must trust each other within the organization. We must foster a climate of trust across all echelons of the Army and we must foster a climate of trust in each unit.

Building trust is essential to the effectiveness of any organization and even more so in the military, which trains to put itself in harm's way in the defense of freedom. But building trust "isn't easy and will take time."[21] It requires patience, perseverance, and sincerity. Dr. Stephen Covey, one of *TIME Magazine's* "25 most influential Americans" and "one of the world's foremost leadership authorities,"[22] says, "Leadership without mutual trust is a contradiction of terms."[23] He further states that "the first job of every leader is to inspire trust" within his/her organization.[24] Trust, Covey says, is confidence in one's "character and competence. Character includes your integrity, motive, and intent…Competence includes your skills, results, and track record."[25]

Dr. Covey lists three responsibilities for a leader seeking to build trust within an organization.[26] First, s/he must "frame trust in economic terms" for the organization.[27] Members of the organization must see that when trust is low, there is likely to be a large "economic consequence."[28] Without trust, every event will take longer and cost more, Covey argues, as everyone in the organization moves more slowly to compensate for lack of trust.[29] In an Army context, the cost could range from low scores on an Army

Physical Fitness Test, to failing to qualify as a tank crew during a crew qualification gunnery table, or failing to qualify during a platoon qualification gunnery table. It could also mean failing to understand the commander's intent, leading to more serious failings such as not crossing the line of departure on time, or not clearing an objective effectively--both of which could result in mission failure or Soldiers being killed in action. When Soldiers do not trust their leaders or teammates, they may hesitate in executing their duties, or may act with less than the needed ferocity, which could put individuals, the unit, or even the mission at risk. Clearly articulating the cost of lack of trust allows the leader to make the case for building trust within the unit.

Second, Covey says, leaders must "focus on making the creation of trust an explicit objective."[30] The leader must make trust the unit's end state so that trust can be "focused on, measured, and improved."[31] In mission command, trust comes from empowered leaders who clearly understand the commander's intent. For a military organization, the objective must be to create an environment of mutual trust. This could occur through training and teambuilding exercises that require leaders to create shared understanding of mission requirements and desired end state and then to empower subordinates to exercise teamwork and initiative to complete successfully. The unit could then reinforce these events by hosting *esprit*-building events, such as open houses that show families where their husbands and wives work and what they do within the unit. The organization could also incorporate a regular newsletter to inform families about key calendar events, as well as period gatherings to develop a tightly knit family support structure. The unit could then gauge development of trust within the

7

organization over time through a series of evaluations and after action reviews at the completion of training events, periodic sensing sessions, or unit inspections.

Third, according to Dr. Covey, is to "build[ing] credibility at the personal level. The foundation of trust is your own credibility" and that can be the major deciding factor for achieving mutual trust in an organization.[32] Leaders must show their true "character and competence."[33]

Mission command, in the end, boils down to "the soldier and that soldier's leader."[34] "Soldiers recognize and identify with leaders they can trust. And they quickly recognize those they don't [trust]."[35] Soldiers also know when their leaders have the trust of their higher headquarters. Likewise, leaders know when they have "soldiers who are willing to take the initiative to make decisions" and execute in accordance with their intent in order to accomplish the mission.[36] This is the climate of "cohesive teams built through mutual trust" – the first principle of mission command – leaders must develop.[37]

Therefore, in addition to Covey's three steps, leaders must also possess other critical characteristics. Geoffrey Web, leader of Wal-Mart's Leadership Academy, best encompasses the characteristics trustworthy leaders need to possess to build an environment of trust: reliability, competence, compassion, and authenticity.[38] Good leaders – trustworthy leaders – embody these characteristics.

First and foremost, trustworthy leaders are reliable.[39] Reliable leaders show a consistency between words and deeds, that their "behavior, not just words, match values."[40] Reliable leaders "do the right thing"[41] regardless of circumstance. Anyone can do the right thing when "things are going smoothly. But it's how we distinguish ourselves when everything isn't going well that separates the good guys from the bad."[42] And in

extremely challenging situations, reliable leaders "choose the harder right instead of the easier wrong" – and they get the job done.[43] Reliability implies a degree of predictability as leaders demonstrate through deeds that they will always come through.

Second, trustworthy leaders show competence.[44] They demonstrate proficiency in the necessary skills. We trust our doctors and teachers because of their skill in their field, and likewise, we trust military leaders who demonstrate a degree of authority and mastery of their profession. We trust that they know what they are doing, through their demonstrated competence during training exercises, or evaluations and inspections, and will therefore follow them willingly. In some cases, we may aspire to emulate them and seek them out as mentors as we move through our careers.

Third, trustworthy leaders demonstrate compassion.[45] Compassionate leaders show "genuine care"[46] for others and a "disposition to do good."[47] Leaders demonstrate compassion by taking care of their Soldiers. Likewise, they make sure their Soldiers and the unit are properly trained, led, equipped, and prepared to execute their missions. Soldiers recognize that compassionate leaders genuinely care about them and their well being, which builds trust within the unit and between the leader and the led.

Fourth, trustworthy leaders are authentic.[48] Authentic leaders know who they are and do not try to be someone else. They cast aside all pretense and "have a realness and rawness" about them that draws you to them and "makes you feel more real, more alive."[49] Trusting these types of leaders is "as natural as breathing."[50]

Leaders who encompass these four facets of trust are those you want to follow. They draw you towards them. You trust them. They are the ones we want leading our Soldiers and formations, and the ones who make mission command succeed. These

leaders are the ones most likely to embody the six principles of mission command and can foster environments that "build cohesive teams through mutual trust…create shared understanding" and encourage subordinates to show "disciplined initiative."[51]

<p style="text-align:center">Defining the Garrison Environment</p>

Now that the wars in Iraq and Afghanistan are officially over, the Army is returning to a garrison environment, as well as the inevitable force reductions. Even worse, the country, the military, and the Army specifically, face tough economic times ahead as the fiscal constraints of sequestration create many uncertainties.

The term "garrison environment" has different meanings to different people. For those who entered service in the years between Desert Storm and the terrorist attacks on the World Trade Center and the Pentagon on September 11, 2001, it is just another cycle in the Army's long history. This ten-year period was the last true garrison environment. Those who entered after 9/11 have never known a garrison environment and lack any real context for comprehending it. Due to the success of mission command in combat, ironically, they may be the ones who feel most constrained.

This paper defines "garrison environment" as one in which the focus inevitably drifts away from mission readiness. Bureaucracy becomes overly prescriptive, filled with mundane, routine tasks, an unquenchable requirement to track a myriad of meaningless data points for higher headquarters, and a tendency to micromanage, leaving leaders and Soldiers questioning their relevance. This environment exists, in part, because units in garrison are no longer on the "patch chart" for the next deployment to Iraq or Afghanistan in support of Operations Iraqi Freedom (OIF) or Enduring Freedom (OEF).

Those entering their first garrison environment will feel highly constrained, since it is completely opposite from what they experienced in combat. In combat, unit leaders

receive trust, authority, and responsibility to execute extremely complex missions, sometimes with strategic implications. The COP that the "system" enables allows for clear intent and shared understanding, which then empowers subordinate leaders to execute within the commander's intent. In many cases, junior leaders are given mission tasks and levels of responsibility that far outweigh their level of experience, yet they are trusted to demonstrate initiative in accomplishing these missions. Consistently, these bright, courageous, and talented leaders at the tip of the spear get the job done.

Combat generates a sense of purpose, with overall focus on performing the mission as part of a cohesive team. In garrison, leaders no longer enjoy the authority and trust they enjoyed in a combat theater. They will struggle to find a similar sense of relevance. The transition from the focused combat to garrison requires a mental shift. "You transition from one mind-set – you roll out of your cot and you seek and destroy the enemy – to coming back to the States, where we want you to drive safely."[52]

Observations

At the Army's Combat Training Centers (CTC), mission command still flourishes, but the emphasis is different. During a unit's training rotation at a CTC, the emphasis on mission command typically focuses more on the mission command system than on the mission command philosophy. Because a unit's ABCS systems and digital networks are critical to enhancing the COP and shared understanding for the brigade combat team (BCT), training emphasizes the unit's ability to establish and maintain these systems. As a result, the Observer Coach/Trainers (OC/T) at the CTCs continually monitor the status of the units' mission command systems. The OC/Ts track and report this information daily from the unit's start during the Reception, Staging, Onward Movement and Integration (RSOI) period through its time in the "box" – the competitive operational

environment that the unit operates in during their rotation at the CTC. They then report this daily status to the commander of operations group at the CTC, as well as the commanding general of the CTC, and any senior leaders from the unit's parent division headquarters, and even the U.S. Forces Command (FORSCOM) commander and Chief of Staff of the Army (CSA), should they visit.

While systems are important, such a degree of emphasis tends to overshadow the mission command philosophy. Too seldom are leaders of the unit in rotation formally evaluated on their leadership with respect to the six principles of mission command philosophy. Although the senior OC/T team leaders make observations and share them with the COG, the likelihood of sharing this information with the leaders of the evaluated unit depends upon the relationship between the OC/T and the leader. All too often, this information goes un-discussed, which is unfortunate. Data may damage the ego, but it can also provide leaders with valuable insights on their performance during a prolonged situation taking place in a complex, harsh, and time-constrained environment. The OC/T can observe leaders at their best and worst and then give them valuable input, helping them see themselves with the ultimate goal of making them better.

In early 2014, General Allyn, then FORSCOM Commanding General, identified this very problem.[53] He forwarded a handbook produced by the Combined Arms Center – Center for Army Leadership titled *Developing Leadership During Unit Training Exercises*.[54] The handbook's purpose is to "provide those serving in the role of Combat Training Center (CTC) trainer as well as unit leaders, with techniques to develop leadership during unit training exercises."[55] This handbook provides tips to OC/Ts to better help them contribute to the leader development of those they observe. The

National Training Center (NTC) has begun to adopt this handbook for its maneuver rotations, allowing them to incorporate leader development more formally.[56]

In the years after Desert Storm, many units incorporated challenging leader certification for new leaders. I personally experienced a robust leader certification program as a platoon leader, incorporating troop leading procedures (TLP) and a field training exercise (FTX). During the TLPs I received a company-level operations order (OPORD) from the battalion operations officer, who subsequently observed my presentation of my platoon OPORD and then observed and evaluated my platoon's execution of a platoon defense against a company-sized armored force. At the conclusion of this exercise, the operations officer conducted a formal after action review (AAR) with my platoon. I emerged from this certification process much more confident in my abilities, but more importantly, I received solid leader development experience with my platoon and from my company commander, battalion operations officer, and battalion commander. Ultimately, the battalion commander certified me as a platoon leader. In the eight successive years leading up to 9/11, I never experienced another certification in any unit to which I was assigned.

Leader development, "the deliberate, continuous, sequential, and progressive process, grounded in Army Values, that grows Soldiers…into competent and confident leaders," is a valuable tool that leaders must incorporate into their training calendar.[57] If executed well, leader development activities such as officer professional development (OPD), NCO professional development (NCOPD), and Sergeant's time can have a lasting impact on leaders by teaching standards and expectations; unit, branch, and service history and professional reading; and professional development for future

assignments and career progression. Leader development is so important that FORSCOM mandates it as a "weekly, multi-echelon event."[58]

Unfortunately, these mandatory events are often under emphasized due to a lack of effort by senior leaders, or are scheduled and then cancelled when conflicts in the calendar arise. The 2011 Center for Army Leadership Annual Survey of Army Leadership (CASAL) echoes this perception with leaders surveyed reporting that "only about one-third of AC leaders (35%) report that they participate in formal leader development activities (such as OPD, NCOPD, and Sergeant's time) within their unit."[59] Half the leaders polled reported that these events "rarely or occasionally" occur, and 14% said they never occur at all.[60] Likewise, the 2011 CASAL reported that "many Army leaders" feel that many of these events "involve slide deck briefings or presentations, and become the first activities canceled when operation demands are high."[61]

Another shortfall of leader development is counseling and mentoring. Leaders at all levels are "responsible and accountable for coaching, mentoring, leader development" of their subordinates.[62] The reality, though, is that many times no one conducts counseling and mentors, whether inside or outside the chain of command, are few and far between. Often, the only form of feedback from raters comes when it is time to sign one's evaluation report. Results from the 2011 CASAL indicate that counseling is "unevenly applied" and that "one in five Army leaders (19%) report that they never receive developmental counseling from their superior, while just over half (55%) indicated it occurs rarely or occasionally."[63] Developmental counseling is key to leader development, since it creates "mutual agreement on performance change, goals, and specific follow-up for corrective actions."[64] It also helps leaders to know when they are

acting effectively or when they need to make corrections. Feedback during counseling is essential to ensuring that leaders mature and develop. When done regularly, effective developmental counseling gives ample opportunities to improve or make changes and reduces unpleasant surprises on the formal performance evaluation report.

Mentoring, like counseling, shows similarly low trends. When polled on mentoring, 17% of active duty leaders reported they had never received "mentoring from someone outside of the chain of command" and 49% reported that counseling "rarely/occasionally" occurs.[65] Still, mentoring provides valuable learning opportunities for subordinates on issues like career progression, leadership, and learning from senior leaders with years of experience. This, too, is reflected in the 2011 CASAL, with 39% reporting that "mentorship (specifically from someone outside the chain of command) has had a large or great impact" on their development.[66] Mentoring, like counseling, provides development opportunities through sharing ideas that can contribute to the development of subordinates. This occurs through periodic discussions that expose junior leaders to larger Army concepts, career progression opportunities, and a myriad of other topics that help junior leaders to grow and mature as leaders. Leaders at all levels have an obligation to help in this regard.

<div align="center">Recommendations</div>

As the Army returns to a garrison environment, the Army must be careful to ensure that "mission command" does not become a buzzword – an empty slogan – or another example of the Army saying one thing and doing another. In order to encourage mission command in garrison, the philosophy pillar must come to the fore – training and developing leaders with the skills to lead Soldiers at all levels and imbue trust in their subordinates and organizations. This paper proposes that the Army do the following:

- Shift the focus of leader development to effective and engaging informal leader development methods

- Reduce and prioritize the number of directed annual training tasks

- Formalize leader certification at all levels

- Mandate and hold leaders accountable for counseling

- Incorporate trust, shared understanding, empowerment – key attributes of mission command – as well as peer and subordinate feedback into the evaluation process

The Army must shift the focus of leader development from formal, boring briefings to informal and engaging discussions. The Army, we can all agree, has an unhealthy infatuation with PowerPoint. Nowadays you can find a PowerPoint brief for just about any subject you can think of in the military. Unfortunately, most of these briefs lose the audience and place an artificial layer between audience and speaker. Likewise, PowerPoint puts the audience in listening mode, when they should be in learn/interact mode. Leader development must be an interactive, two-or-more-way event, where leaders engage with one another and share ideas openly and honestly.

Next, leader development sessions, whether officer professional development (OPD) or NCO professional development (NCOPD), must be "relevant and interesting" and "innovative and imaginative."[67] Suggested topics are reviewing an officer record brief (ORB) or enlisted review brief (ERB); preparing for a board; reading and discussing a book from the Chief of Staff of the Army's reading list; how to conduct a combined arms brief; or even how current events affect the military. If done correctly, the leader demonstrates competence through his or her understanding and knowledge

of the material discussed and more importantly, takes meaningful steps in building a trusting environment within the organization. First, by conducting scheduled leader development sessions, leaders demonstrate reliability. Second, through meaningful and open discussions, rather than boring PowerPoint briefings, leaders demonstrate authenticity and compassion. Third, by involving all of the participants in the event, leaders create a habit of shared understanding and they empower subordinates to speak candidly. Above all, they keep the audience engaged and help in the professional growth of everyone involved.

Next, the Army needs to take a hard look at the number of "mandatory training requirements for all personnel in units" that are directed to occur on an annual, semiannual, or quarterly basis.[68] The consensus is that there are too many tasks. Over the past few years, the list has gotten longer with new requirements, but none ever drop off, leaving leaders scratching their heads about what is truly important. Several discussions from general officer to battalion commander reveal that there are too many mandated tasks to accomplish in the course of a year, while maintaining focus on training a unit's mission essential tasks (METL).[69] In *Stifled Innovation? Developing Tomorrow's Leaders Today*, Dr. Leonard Wong arrives at a similar conclusion, finding that "the total number of training days required by all mandatory training directives literally exceeds the number of training days available...Company commanders somehow have to fit 297 days of mandatory requirements into 256 available training days."[70]

The Army needs to prioritize these tasks and create a cut-line that delineates the tasks, which must take place and then empower commanders to make the hard call on

the tasks below the cut-line. Commanders could then demonstrate disciplined initiative, reinforcing an Army-wide relationship of trust, and enabling commanders to keep their focus on warfighting tasks. The status quo creates a question of priority and mistrust. First, it begs the question of what is truly important – mandatory training, or training to fight and win the next war. Second, it creates mistrust by insinuating that leaders are not capable of organizing and training ready and lethal organizations.

Next, the Army needs to formalize leader certification. The Army requires all sorts of leader certifications, such as mandatory training on Digital Training Management System (DTMS), the "automated system of record for managing training" – for company, battalion, and brigade commanders and first sergeants and sergeants major, but no formalized leader certification for their respective position of authority.[71] Leaders should demonstrate proficiency in their respective positions prior to assuming the responsibility of leading Soldiers. A properly structured leader certification program serves several purposes. First, it gives leaders an opportunity to show competence to the senior commander, as well as the unit. Is the leader able to clearly communicate intent to the unit, and then empower subordinate leaders to demonstrate disciplined initiative? Second, it lets the commander observe the capabilities of his subordinate leader, helping to shape future training and development for that leader. Third, and most important, it helps build trust within the organization. This certification is an opportunity for the leader to further develop positive relationships with the unit and the commander. Trust and relationships are key to mission command.

Next, the Army must hold leaders accountable for conducting counseling. Army Regulation 600-20, Army Command Policy, states, "commanders will ensure that all

members of their command receive timely performance counseling" and "will determine the timing and specific methods used to provide guidance and direction through counseling."[72] Unfortunately, there is no enforcing mechanism to ensure that it actually takes place. Some units attempt to enforce completion of counseling through policy letters, then follow-up with periodic inspections of counseling packets to ensure compliance, but this seems to be the exception rather than the rule.

The Army should adopt a requirement to submit performance counseling with evaluation reports to ensure that they are in fact being done. To be most effective, performance counseling should be conducted no less than quarterly to ensure rated personnel have sufficient opportunities to correct any errant behaviors or shortfalls in time to receive satisfactory evaluations. By requiring leaders to conduct and submit counseling, the Army takes another step in building trust in leaders Army-wide. In deployed environments, evaluations are much easier to justify, as leaders demonstrate tangible performance that is easily quantifiable. However, in a garrison environment, with constrained resourced and budgets, leaders may not have as many opportunities to execute "flashy" or meaningful tasks beyond routine maintenance and minor training events. Therefore, effective periodic counseling allows leaders to communicate their intent to subordinates, which sets the conditions for their success. This also creates shared understanding between the leaders, empowers junior leaders to demonstrate disciplined initiative in executing their duties, and in turn develops trust between leader and led, within the subordinate's unit and the entire organization.

Lastly, the Army must change the evaluation report to include emphasis on trust, shared understanding and empowerment. Looking at leader development and

evaluations collectively, it is clear that personality plays a key role in leadership style, and therefore influences that leader's command environment. In order to truly foster an organizational environment conducive to mission command, whether in a platoon or joint, interagency, intergovernmental, and multinational (JIIM) environment, i.e., trust-based, the Army must – just as mission command does – place a greater emphasis on the leader.[73]

If mission command is to remain effective in a garrison environment, the evaluation report must include mandatory comments that address key mission command attributes. Army regulations and Department of the Army Pamphlets require mandatory comments on the Army Sexual Harassment/Assault Response and Prevention (SHARP) Program and the Army Equal Opportunity (EO) Program, yet the current evaluation report has nothing to specifically address mission command. [74] The evaluation report should include mandatory comments on the subject's ability to develop relationships founded on mutual trust; to communicate clear intent; to develop shared understanding; and to empower subordinates to show disciplined initiative.

But such comments are insufficient unless they are validated with meaningful input from the rated leader's peers and subordinates. The evaluation report must incorporate feedback from the leader's Multi-Source Assessment and Feedback 360 (MSAF360). The inclusion of MSAF feedback, whether through a random sampling of the leader's peers and subordinates, or through the self-directed MSAF360, will provide raters a more complete picture and therefore a more accurate portrayal of the rated individual's character and leadership.

The MSAF is designed to solicit feedback from subordinates, peers, and superiors, so, as General Odierno says, "leaders can better "see themselves" and increase self-awareness. A 360-degree approach applies equally to junior leaders at the squad, platoon, and company level as well as to senior leaders. The ability to receive honest and candid, anonymous feedback is a great opportunity to facilitate positive leadership growth."[75] The MSAF360 receives feedback from all three groups utilizing ten categories: stewards of the profession; prepare self to lead; lead others; lead by example; get results; extend influence beyond the chain of command; develops leaders; create a positive environment; communicate; and builds trust.[76]

Each of these ten categories contains valuable information to the evaluated individual, but also to the rater, and all apply to mission command. For a junior leader, the information can serve to validate a leader's positive leadership style, or alert him to areas he needs to correct. For the rater, this information is equally valuable. If subordinates rated an individual in one of these categories, for example, "builds trust," the rater could address this with that individual. If conducted early enough in an officer's career, such feedback would help a leader correct shortfalls.

The ten MSAF360 categories address many aspects of mission command through sub-categories. For example, "creates a positive environment," uses sub-categories that address a leader's ability to create caring, learning, team-focused environments that encourage "open and candid communications," which corresponds to mission command [shared understanding] and the 4 facets of trust [compassion and authenticity].[77] "Communicate" directly addresses a leader's ability to "achieve[s] shared understanding" and to express himself in ways that are easy to understand, which are

both critical components of mission command.[78] "Builds trust" directly addresses mission command and the 4 facets of trust through sub-categories that address a leader's honesty and commitment to others, [reliability and authenticity] as well fair treatment of others [compassion], and their ability to "build[s] and maintain[s] positive working relationships…and confront[s] actions of others that undermine team trust [reliability, competence, authenticity]."[79]

As General Odierno said, MSAF360 data is equally valuable to senior (strategic) leaders since several of the ten categories also impact strategic leaders. For example, "lead others" addresses "uses appropriate influence techniques to energize" and "establishes clear intent and purpose."[80] These are both especially important at the strategic level where leaders must work with, and develop trusted relationships with, a myriad of actors across the JIIM spectrum.[81] Likewise, "get results" addresses a leader's ability to "adjust to external influences on the mission and organization," which is critical to mission command at the strategic level, where leaders lack outright authority given the complexities associated with various cultures, values, goals, and authorities associated with the JIIM environment. Perhaps most indicative of this is "extend influence beyond chain of command" which directly addresses the complexities of strategic mission command in the sub-category "negotiates with others to reach mutual understanding and to resolve conflict," "adjusts influence techniques to the situation and parties involved," and "builds rapport with those outside the chain of command."[82]

Using this feedback better enables leaders to identify those who have the potential for positions of greater authority and responsibility, so that the Army and the joint force has the leaders it requires. As the Army draws down, it will be even more

important that we identify trustworthy leaders and either retrain or remove those toxic leaders who micromanage and undermine trust within the force.

Looking at the problem through Kotter's lens of the eight-stage process of creating major change, it is clear that the Army has embedded mission command into its culture – at least in a deployed environment.[83] The sense of urgency was clear; there was a powerful guiding coalition including General Dempsey, General Odierno, Army and Joint doctrine; leadership communicated a clear vision and strategy; empowered broad-based action; generated short-term wins; consolidated gains; and anchored mission command into the Army culture.[84] Implementing the proposed changes to sustain mission command in a garrison environment requires a sense of urgency and communicating the vision. The sense of urgency stems from the potential loss of trust in Army leadership when the Army's espoused mission command values do not match reality, for example, when mission command's call for leaders empowered to execute within the commander's intent conflicts with the prescriptive reality of a garrison environment. Communicating the vision requires a guiding coalition – Generals Dempsey and Odierno, and others – to message the collective force on the importance of sustaining mission command in a garrison environment. It is not enough to put out a message and publish it in doctrine; the new message must be repeated through installation and unit visits; social media; branch specific newsletters; and other media. The key to success is repeated and consistent messaging. Lastly, implementing the proposed changes demonstrates the Army's commitment to making its espoused values a reality.

In *Organizational Change and Leadership*, Edgar Schein discusses the need to utilize embedding and reinforcing mechanisms to cement the changes and effect long-term change.[85] According to Schein, embedding mechanisms are "*what leaders pay attention to, measure, and control on a regular basis*."[86] The implemented changes demonstrate that leaders are paying attention to and measuring mission command in garrison. First, the shift in focus of leader development demonstrates that Army leadership values the 2011 CASAL feedback indicating that leader development presently fails to meet the needs of the force. Likewise, reducing and prioritizing the number of required annual training tasks shifts focus and authority back to leaders. It allows leaders at lower levels to determine the training requirements, based on resources and time available, to ensure their units sustain the proper focus on maintaining proficiency in their mission essential tasks. Lastly, changes to evaluations demonstrate the importance of mission command in garrison, by measuring how effectively leaders demonstrate mission command attributes.

<div align="center">Conclusion</div>

As the Army returns to a garrison environment, it faces challenges in encouraging mission command, especially as the Army "slashes its active-duty force…to 420,000…to fit a tightening budget."[87] Further complicating the situation are the operational "commitments that are increasing."[88] Now, more than ever, the Army needs greater emphasis on the philosophy pillar of mission command. The Army needs, and our Nation demands, leaders at all levels who embody the four facets of trust, who can build trusted relationships, communicate clear intent, achieve shared understanding, and empower subordinates to exercise disciplined initiative. The Army

must implement the outlined recommendations in order to encourage mission command

and develop these leaders.

Endnotes

[1] U.S. Joint Chiefs of Staff, *Joint Operations*, Joint Publication 3-0 (Washington, DC: U.S. Joint Chiefs of Staff, August 11, 2011), II-2.

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[4] Michael A. Konczey, *Mission Command: Here Today, Better Tomorrow*, Strategic Leadership Paper (Carlisle Barracks, PA: U.S. Army War College, October 5, 2014), 1.

[5] U.S. Department of the Army, *Mission Command*, Army Doctrine Publication 6-0 (Washington, DC: U.S. Department of the Army, May 17, 2012), iv.

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[7] Ibid.

[8] Ibid.

[9] Robert M. Citino, *The German Way of War: From the Thirty Years' War to the Third Reich* (Lawrence: University Press of Kansas, 2005), 344.

[10] Ibid., xiv.

[11] U.S. Department of the Army, *Signal Soldier's Guide*, B-2. Information in brackets added.

[12] U.S. Department of the Army, *Mission Command*, iv.

[13] Linda K. Stroh, *Trust Rules: How to Tell the Good Guys from the Bad Guys in Work and Life* (Westport, CT: Praeger Publishers, 2007), 5.

[14] Dempsey, *Mission Command*, 6.

[15] Stroh, *Trust Rules*, foreword.

[16] Ibid., 5.

[17] The U.S. Army Center of Military History, "Oaths of Enlistment and Oaths of Office," http://www.history.army.mil/html/faq/oaths.html (accessed January 10, 2015).

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[22] Stephen R. Covey, "About Stephen R. Covey," https://www.stephencovey.com/about/about.php (accessed January 14, 2015).

[23] Stephen R. Covey, "How the Best Leaders Build Trust," *Leadership Now*, http://www.leadershipnow.com/CoveyOnTrust.html (accessed January 14, 2015).

[24] Ibid.

[25] Ibid.

[26] Ibid.

[27] Ibid.

[28] Ibid.

[29] Ibid.

[30] Ibid.

[31] Ibid.

[32] Ibid.

[33] Ibid.

[34] Tan, "Trust Central to 'Mission Command' Philosophy".

[35] Ibid. [trust] added.

[36] Ibid.

[37] U.S. Department of the Army, *Mission Command*, 2.

[38] Geoffrey Webb, "The 4 Facets of Trust," http://geoffreywebb.com/2011/09/29/the-4-facets-of-trust/ (accessed January 14, 2015).

[39] Ibid.

⁴⁰ Stroh, *Trust Rules*, 17. Quote from her interview with James Kilts, former Chairman of the Board, President, and CEO, Gillette Co.

⁴¹ Ibid., 35. Quote from her interview with Norm Blake, former Chairman, President, and CEO, USF&G Corporation.

⁴² Ibid., 14. Quote from her interview with Robert H. Lenny, Chairman of the Board, President, and CEO, Hershey Company.

⁴³ United States Military Academy, "Cadet Prayer," http://www.usma.edu/chaplain/sitepages/cadet%20prayer.aspx (accessed January 17, 2015).

⁴⁴ Webb, "The 4 Facets of Trust."

⁴⁵ Ibid.

⁴⁶ Ibid.

⁴⁷ Charlton G. Laird, *Webster's New World Thesaurus* (Cleveland, OH: William Collins Publishers, Inc., 1971), 107, 337, 53. When I referenced compassion (107), it referenced kindness (337), which had the term benevolence (53), which was also one of the characteristics referenced in another article on trust. I then looked up benevolence in the Merriam-Webster Dictionary on the internet at Merriam-Webster Dictionary, "Benevolence," http://www.merriam-webster.com/dictionary/benevolence?show=0&t=1421521841 (accessed January 14, 2015).

⁴⁸ Webb, "The 4 Facets of Trust."

⁴⁹ Ibid.

⁵⁰ Ibid.

⁵¹ U.S. Department of the Army, *Mission Command*, 2.

⁵² Thom Shanker, "After Years at War, the Army Adapts to Garrison Life," *The New York Times Online*, January 18, 2014, http://www.nytimes.com/2014/01/19/us/after-years-at-war-the-army-adapts-to-garrison-life.html?_r=0 (accessed January 17, 2015).

⁵³ Michael Konczey. Personal experience while serving as the senior live-fire trainer at the National Training Center (NTC). GEN Allyn distributed the manual, "Developing Leadership During Unit Training Exercises" to us through an email to the COG at NTC.

⁵⁴ U.S. Department of the Army, *Developing Leadership During Unit Training Exercises* (Fort Leavenworth, KS: Combined Arms Center, Center for Army Leadership, December 11, 2012).

⁵⁵ Ibid. There are no page numbers in the handbook, but the purpose is listed on the third page.

⁵⁶ Lieutenant Colonel Joseph Clark, Senior Brigade Trainer, The National Training Center, telephone interview by author, November 26, 2014.

[57] U.S. Department of the Army, *Training in United States Army Forces Command*, FORSCOM Regulation 350-1 (Fort Bragg, NC: United States Army Forces Command, July 15, 2014), 20.

[58] Ibid., 21.

[59] Center for Army Leadership, *2011 Center for Army Leadership Annual Survey of Army Leadership (CASAL): Main Findings* (Fort Leavenworth, KS: Center for Army Leadership, May 2012), 69.

[60] Ibid.

[61] Ibid.

[62] U.S. Department of the Army, *Training in United States Army Forces Command*, 14.

[63] Center for Army Leadership, *2011 Center for Army Leadership Annual Survey of Army Leadership (CASAL): Main Findings*, 68.

[64] Ibid., 47.

[65] Ibid., 67.

[66] Ibid.

[67] U.S. Department of the Army, *Training in United States Army Forces Command*, 14.

[68] U.S. Department of the Army, *Training and Leader Development*, Army Regulation 350-1 (Washington, DC: U.S. Department of the Army, August 19, 2014), 167.

[69] I have conducted numerous discussions with LTG(R) William G. Webster while serving as his Aide-de-Camp; fellow battalion commanders (LTC Mark Landis, LTC Scott Coulson, LTC Dave Parker, LTC(R) Roy Sons, and others) throughout the course of our command tenure; peers at the National Training Center (LTC Joe Clark, LTC Carl Michaud and others) during my time as the senior live-fire trainer at NTC; fellow seminar mates (COL Mike Oeschger, LTC John Best and others). LTG(R) William G. Webster often discussed having his G3 overlay all of the mandated training tasks on the division's training calendar to illustrate that there are not enough days in the calendar year to accomplish everything while maintaining focus on training METL tasks/maintaining readiness. Similar conversations with others listed revealed similar statements.

[70] Leonard Wong, *Stifling Innovation: Developing Tomorrow's Leaders Today* (Carlisle Barracks, PA: U.S. Army War College, 2002), 7, 9.

[71] U.S. Department of the Army, *Training and Leader Development*, 8 and 29.

[72] U.S. Department of the Army, *Army Command Policy*, Army Regulation 600-20 (Washington, DC: U.S. Department of the Army, November 6, 2014), 6.

[73] Dempsey, *Mission Command*, 4.

[74] See U.S. Department of the Army, *Army Command Policy*, 64; U.S. Department of the Army, *Evaluation Reporting System*, Army Regulation 623-2 (Washington, DC: U.S. Department of the Army, March 31, 2014), 32; and U.S. Department of the Army, *Evaluation Reporting System*, Department of the Army Pamphlet 623-3 (Washington, DC: U.S. Department of the Army, March 31, 2014), 45, 54.

[75] The MSAF360 Multi-Source Assessment and Feedback, "Lead On," https://msaf.army.mil/LeadOn.aspx (accessed January 25, 2015).

[76] The MSAF360 Multi-Source Assessment and Feedback, "IFR Sample A," https://msaf.army.mil/files/IFRSampleA.pdf (accessed on January 25, 2015). These categories are listed on page 1 of a sample Individual Feedback Report.

[77] Ibid., 5. These categories are listed on a sample Individual Feedback Report. Items added in brackets [] added to show how they relate to mission command and trust.

[78] Ibid.

[79] Ibid.

[80] Ibid.

[81] Ibid., 3. These categories are listed on a sample Individual Feedback Report.

[82] Ibid.

[83] John P. Kotter, *Leading Change* (Boston, MA: Harvard Business School Press, 1996), 21.

[84] Ibid.

[85] Edgar H. Schein, *Organizational Culture and Leadership* (San Francisco, CA: Jossey-Bass, 2010), 236.

[86] Ibid.

[87] Michelle Tan, "Army Chief has 'Grave' Readiness Concern," *USA Today Online*, http://usatoday.com/story/news/nation/2014/10/03/army-new-deployments/16654071 (accessed January 24, 2015).

[88] Ibid.