Catalyst for Leader Development: The Multi-Source Assessment and Feedback Program

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**Catalyst for Leader Development: The Multi-Source Assessment and Feedback Program**

To be successful in the dynamic global security environment of the 21st century, the United States Army must retain and develop its talent: its people. The Army places a premium on leadership and developing leaders through the best possible education, training, and experiences. The Army’s 360-degree assessment tool, the Multisource Assessment and Feedback (MSAF), provides feedback to leaders on how well they are leading and gives leaders an opportunity to engage in self-development. However, the MSAF is not currently seen or utilized as a catalyst for the learning and development of leaders, and analysis shows there are negative trends with the program. Additionally, the leader competency of developing others is consistently rated as poor. Negative perceptions by the force regarding the MSAF’s utility have given rise to a high percentage of officers initiating an MSAF event only to fulfill the regulatory requirement of including a date on their officer evaluation report. In light of this, the Army has an opportunity to stop lying to itself and add needed structure to ensure the learning sticks, and that the organization doesn’t fall victim to the creation of a leadership gap in the formation.
Abstract

To be successful in the dynamic global security environment of the 21st century the United States Army must retain and develop its talent: its people. The Army places a premium on leadership and developing leaders through the best possible education, training and experiences. The Army’s 360-degree assessment tool, the Multisource Assessment and Feedback (MSAF), provides feedback to leaders on how well they are leading and gives leaders an opportunity to engage in self-development. However, the MSAF is not currently seen or utilized as a catalyst for the learning and development of leaders, and analysis shows there are negative trends with the program. Additionally, the leader competency of developing others is consistently rated as poor. Negative perceptions by the force regarding the MSAF’s utility have given rise to a high percentage of officers initiating an MSAF event only to fulfill the regulatory requirement of including a date on their officer evaluation report. In light of this, the Army has an opportunity to stop lying to itself and add needed structure to ensure the learning sticks, and that the organization doesn’t fall victim to the creation of a leadership gap in the formation.
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Good leaders prepare their people to take on future responsibilities by providing appropriate educational opportunities and exposing them to important developmental experiences.

—Lee Cockerell

The global security environment of the 21st century features unprecedented volatility. This complex and dynamic operating environment presents the U.S. Army with the challenge of maintaining an appropriate balance of skills and talent to respond to a broadening range of issues. To be successful in this environment, the U.S. Army must retain and develop its talent: its people. Army Chief of Staff (CSA) General Mark Milley says:

It is essential in this complex environment that we continue to learn and adapt to ensure that our skills remain current and able to meet our future challenges. Developing strategic thinkers, planners, and leaders is one of the most important things we do, and is grounded in the best possible training, education, and experiences.

The importance of leadership to the U.S. Army and developing leaders who can operate in this dynamic environment is clearly important, not only to the CSA, but to all Army leaders. Avoiding a leadership gap to ensure there are sufficient skills to meet the demands of the profession is also of paramount importance to the Army.

A component of the Army’s training and leader development, and a key tool in the self-development domain, is the Multi-Source Assessment and Feedback (MSAF). The MSAF is a 360-degree leader development tool designed to provide feedback to leaders who then take advantage of the results to inform and focus their self-development as leaders. The purpose of this study is to assess whether the MSAF is a “catalyst for the learning and development of leaders,” and if not, what can be done to add value to this leader development program? This study will only address the Leader
360 (hereafter referred to as the MSAF) and its role in individual development, and not other MSAF variants which might have a role in commander or organizational development. Of note, this study will not analyze the Commander 360 MSAF program articulated in the February 3, 2016 Army directive, but will assess whether elements of that program can be implemented as recommendations in the leader MSAF.5

This topic is of strategic importance because the U.S. Army must develop and grow the best possible leaders to meet the challenges described by the CSA. It is also important because analysis of the program indicates a lack of adherence to the MSAF requirements, revealing troubling aspects of the ethical focus of the Army’s officer corps that includes hints of mistrust in the leader development system. In their groundbreaking work *Lying to Ourselves*, Dr. Leonard Wong and Dr. Steve Gerras discuss this ethical choice and the MSAF, articulating that:

Requiring all officers to attest on their OERs that they have initiated a multi-source assessment and feedback (MSAF) in the last 3 years probably has the well-intended purpose of socializing the force to 360° feedback. But the unanticipated outcome has been the diminution of the gravitas of an officer’s signature as rated officers, raters, and senior raters dismiss the requirement as an administrative nuisance rather than an ethical choice.6

As such, this paper will demonstrate two things. First, that Army leaders are indicating the MSAF program is ineffective, declining in value since 2010, and is increasingly only initiated to meet an OER requirement. Second, it will outline options for a way ahead that the Army can take to address the way ahead for the MSAF.

Army Leader Development

Leadership in the Army is the “process of influencing people by providing purpose, direction, and motivation to accomplish the mission and improve the organization.”7 To do this effectively, the Army must develop its leaders through
institutional, operational and self-development experiences integrated with leaders who effectively develop others. Leader development is then “a deliberate, continuous, sequential, and progressive process grounded in the Army Values…(that) grow Soldiers and Army Civilians into competent, confident leaders capable of directing teams and organizations.” The Army’s leadership doctrine is clear in its expectations for leaders:

Effective leaders strive to leave an organization better than they found it and expect other leaders to do the same. Leaders have the responsibility to create a positive organizational climate, prepare themselves to do well in their duties, and help others to perform well. Leaders look ahead and prepare talented Soldiers and Army Civilians to assume positions with greater leadership responsibility. They work on self-development to prepare for new challenges.

Self-development is one of the Army’s three leadership domains, and is defined as “encompass(ing) the planned, goal-oriented learning that reinforces and expands the depth and breadth of an individual’s knowledge base, self-awareness, and situational awareness to enhance professional competence and meet personal objectives.” The MSAF’s role in developing leaders is clearly stated in the Army’s annual leadership survey:

The Army’s expectations for leaders are established in Army leadership doctrine (ADRP 6-22) and reinforced in its multi-source assessment and feedback program and performance evaluation systems. Leadership competencies consist of the activities that leaders are to do; they can be observed and can be improved through development.

The key word is the term development, and through observation of behaviors and receiving feedback, leaders seek self-improvement to continually develop required leadership skills. To understand the impact of the MSAF program on leader development, it is important to first establish the goals and objectives of 360-degree assessments before assessing the MSAF.
360-Degree Assessments

A 360-degree assessment is a tool designed to measure the performance of an employee by allowing supervisors, peers, subordinates and others to provide professional feedback of an employee. When compared to a self-assessment, it can be a powerful tool to address observed leadership behaviors. In fact, “The principle strength of 360-degree-feedback instruments is their use of multiple perspectives.”

Feedback collected systematically, simultaneously, and anonymously from rating sources is intended to provide ratees a 360-degree view of their on the job behavior as it relates to successful job performance. They can be effective tools to “measure interpersonal competencies or ‘soft skills,’ such as leadership, teamwork, or customer service…that…cannot be measured through purely objective measures.” Four main features of multisource feedback help create acceptance of the feedback and acknowledgement by the ratee of the need for behavioral change: rater anonymity; confidentiality; psychological safety; and self-awareness.

Multisource assessments are typically used for three reasons: individual development; administrative decision-making; and organizational development. Most organizations, to include the U.S. Army, use the feedback for employee development. Individual development is the main purpose of the preponderance of multisource tools. Resultant “individual development plans are based on an analysis of the feedback…(and) with proper guidance and resources, the ratee can be directed to training, development resources, and career planning.” However, multisource assessments are not without their potential drawbacks.

Underutilization of the process is possible if feedback is solely in the hands of the individual who may not be trained to sustain the development.
occur when ratees are unaccountable, see the feedback as supplemental information, and view it as an event instead of part of a developmental process.\textsuperscript{21} Research indicates this is a real problem. One study found that of 145 leaders surveyed nine months after receiving their feedback, most remembered their strengths and feedback from supervisors, but none of their recollections had a strong relationship to their multisource assessment.\textsuperscript{22} As the authors of that study conclude, “It is difficult to imagine how multisource feedback can shape self-perceptions or behavior changes unless feedback recipients recall the feedback.”\textsuperscript{23} Within this context, we can now take a deep look at the Army’s MSAF program.

The U.S. Army’s MSAF Program

The MSAF is a 360-degree assessment tool designed to “allow Soldiers to navigate complex leadership challenges, to enhance leader adaptability and self-awareness, and to identify Army leaders’ strengths and weaknesses” and “helps leaders become more self-aware and guides their preparation for future leader responsibilities.”\textsuperscript{24} The Army implemented the MSAF in 2008 and has the most experience of any service using a 360-degree assessment tool to support leader development.\textsuperscript{25} The current program is multi-faceted, using different tools for different audiences of leaders. Figure 1 provides an overview of the different tools and their intended audiences.
The MSAF’s aim is to enhance a leader’s self-awareness. The importance of self-awareness cannot be overstated, and is reinforced by the Army’s Leadership doctrine, which states:

Self-awareness enables leaders to recognize their strengths and weaknesses across a range of environments and progressively employ strengths to correct these weaknesses. To be self-aware, leaders must be able to formulate accurate self-perceptions, gather feedback on others’ perceptions, and change their self-concept as appropriate. Being self-aware ultimately requires leaders to develop a clear, honest picture of their capabilities and limitations.27

To accomplish this, the MSAF consists of assessments “made from those who surround a leader—subordinates, peers, and superiors” and requires “leaders who have been assessed (to) expend serious effort to understand their feedback and work diligently to use it for their continued development and for the good of the Army.”28 This serious effort equates to hard work on self-development. The Army’s doctrinal manual on leadership is clear that preparing yourself is critical to being prepared for expected and unexpected challenges:

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**Table: Existing U.S. Army 360 Efforts**

<table>
<thead>
<tr>
<th>Tool Used</th>
<th>Who Provides</th>
<th>Is It Required, and How Often</th>
<th>Who Sees the Results</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leader 360 (MSAF)</td>
<td>All officers (O-6 and below), enlisted and Department of the Army civilians</td>
<td>Participant selects (CAC holders)</td>
<td>Yes, once every three years and tracked with checkbox on Officer Evaluation Report</td>
</tr>
<tr>
<td>Commander 360 (MSAF)</td>
<td>Battalion and brigade commanders on the Centralized Selection List</td>
<td>Rater selects, commander can nominate two for inclusion</td>
<td>Commander feedback report, must be reviewed with rater (who is trained to provide coaching)</td>
</tr>
<tr>
<td>Peer and Advisory Assessment Program</td>
<td>General officers</td>
<td>Anyone in general officer corps who feels capable of providing feedback</td>
<td>Individual with the option of coaching, Army GOMO reviews results for red flags</td>
</tr>
<tr>
<td>General Officer 360</td>
<td>Those promoted to two-, three-, and four-star posts</td>
<td>Participant selects with Army GOMO approval</td>
<td>Individual with the option for coaching, Army GOMO reviews results for red flags</td>
</tr>
</tbody>
</table>

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Successful self-development is continuous and begins with the motivated individual, supplemented by a concerted team effort. Part of that team effort is quality feedback from multiple sources, including peers, subordinates, and superiors to establish self-development goals and self-improvement courses of action. These improve performance by enhancing previously acquired skills, knowledge, behaviors, and experience. Trust-based mentorship can help focus self-development efforts to achieve professional objectives.  

The All Army Activities message also instructs those selected to participate in an MSAF assessment to fulfill their duties and provide assessments when notified. Army Regulation 350-1 further elaborates “individual leaders are responsible for participation in the MSAF process and internalizing feedback received from their own assessments” and that “MSAF’s impact is a better-led force, with leaders who are capable of leading in a range of military operations.” Questions in the MSAF assessment focus on core Army leader competencies and important leadership behaviors, and the MSAF program provides optional coaching for leaders to help them interpret their feedback report and generate an individual development plan.

At the same time, it is important to understand what the MSAF is not. It is not a performance evaluation tool nor does it have any impact on the personnel management system. It is not used for administrative decision-making. The “MSAF results will not be used as part of a formal evaluation of any officer, NCO, or Civilian leader.” Assessments are confidential, and may be shared with others, including superiors, at their own choosing. Superiors or other authorities may not request to see a subordinate’s MSAF report.

Understanding the background for the OER requirement is a key factor in its perceived effectiveness and success in self-development. With no accountability in the system to implement and ensure compliance with the MSAF’s program goals, the Army
had to make an adjustment in 2011. The Army chose to add accountability by directing raters to verify rated officers initiated or completed a MSAF in the past three years and to add a specific statement in the Officer Evaluation Report (OER): “The Rated Officer has completed or initiated an Army MSAF/360 within the last three years.” When the Army introduced a new OER in 2014, which included different reports for different levels of responsibility, it adjusted its accountability process by adding a “360 MSAF date box which will replace the mandatory MSAF statement required on the previous OER form.”

360-Degree Programs in the Department of Defense

Given an understanding of the MSAF system requirements and the strategic importance of evaluating Army wide leader development systems, it is important to assess how the system is performing. Recent analysis from the Department of Defense and the Army provides some key insights. For the Defense Department, Section 571 of the Fiscal Year 2014 National Defense Authorization Act (NDAA) directed the Secretary of Defense to assess “the feasibility of including a 360-degree assessment approach, modeled after the current Department of the Army Multi-Source Assessment and Feedback (MSAF) Program, as part of performance evaluation reports” and to report their findings to Congress. The Office of the Under Secretary of Defense for Personnel and Readiness asked the RAND Corporation to research what the NDAA directed, and they concluded “using 360 feedback as part of the military performance evaluation system is not advisable at this time, though the services could benefit from using 360s as a tool for leader development and to gain an aggregate view of leadership across the force.”
While the RAND report answered the specific question (the feasibility of a 360-degree assessment) required by the NDAA, it also brought to light some other considerations. Over the past twenty or so years, the process of designing and implementing 360-degree assessments has been very popular in management and leadership circles. Despite their popularity, they are not a perfect solution, because “even when used for developmental purposes, the use of 360s can face legitimate criticism. Given that 360s can be time-consuming to complete and their effectiveness can vary, some worry that their use could be a significant waste of resources.” Indeed, “Research shows that 360 feedback results in small but positive improvements in individual performance.” Studies done on the subject of post-360-degree feedback suggest “practitioners should not expect large, widespread performance improvement after employees receive multisource feedback.” Further, a longitudinal study of 24 participants revealed the average improvement for managers was noticeable but the magnitude was small with varying scales of performance improvement.

Assessment of the MSAF 360-Degree Program

Within the Army, the Center for Army Leadership (CAL) expends considerable resources assessing leadership in the force and each year produces a report on military leadership called the Center for Army Leadership Annual Survey of Army Leadership (CASAL). The CASAL covers a wide range of topics and focuses on capturing “assessments from the field about leadership and leader development as covered by Army regulations and doctrine.” It surveys active component (AC), reserve component (RC), officers, civilians, and NCOs. A thorough review of the results from the last three to five years provides some overall trends, self-development indicators, and specific issues for the MSAF program.
In 2014, CASAL results reveal there are many overall positive leadership trends in the Army. Assessments of all leader attributes, except one, surpassed their desired acceptability benchmark the Army established by an additional 6-21%. The one exception was the attribute of developing others with only “62% of the uniformed leaders…rated effective or very effective.” Particular to the MSAF, self-development had the second highest rated field at 73% and included some favorable attitudes toward self-development by NCOs. One troubling indicator in the 2014 report is that respondents are “not receiving developmental support from their superiors” and “many leaders are not proactive in seeking feedback or engaging in self-development.” Respondents also expressed “a strong preference for self-determined self-development as opposed to structured requirements.” This strong preference is an important consideration in this reports’ recommendation.

On the MSAF, the 2014 CASAL provides some illustrative indicators on the current state of the program. “About 80% of officers have participated as an assessed leader within the prescribed period of the previous 36 months, as well as 36% of AC NCOs and 25% of RC NCOs. About 53% of assessed leaders indicate the experience was effective at increasing their awareness of their strengths and developmental needs (slight decline from 2013s 59%).” Additionally, only 32% of AC field grade officers, 33% of AC company grade officers, and 38% of AC warrant officers rate the MSAF program as effective in improving their leadership capabilities. A lack of effectiveness in the MSAF is also seen in other data, with 30% of all AC respondents rating it as effective for extending improvement to their organization and a remarkable 32% rating it neither effective nor ineffective.
More concerning, the research indicates 66% of officers and 74% of warrant officers only initiated the MSAF to fulfill an OER block check requirement; with self-development either a by-product or not sought after at all.\textsuperscript{54} Indications also suggest the existence of a culture of resistance from officers towards the tool and the mandated OER block check.\textsuperscript{55} One positive indicator of the MSAF program is the opinions of NCOs, which are in stark contrast to the officer’s opinions. More than “71% of senior NCOs and 63% of junior NCOs rate the program effective or very effective for increasing their self-awareness” and larger percentages of NCOs initiated an MSAF for their own self-development.\textsuperscript{56}

However, initiating and completing an MSAF event is only part, and arguably the most non-valuable part, of the process. The most important part is accepting the feedback combined with developing a learning plan to alter a one’s behavior. “Having a specific, measurable, and obtainable action plan is necessary for change.”\textsuperscript{57} This is where the individual self-development occurs, the change in leader behavior the 360-degree assessment is designed to help produce. The “complexity of 360-degree feedback lies in the many ways it can be implemented and the…effect implementation has on the accuracy, usefulness, and acceptance of the feedback.”\textsuperscript{58} As the 2014 CASAL further elaborates, “The optimal impact of the process (i.e., improving leadership capabilities) is realized through the assessed leader’s actions that follow feedback receipt, such as requesting additional feedback from others, interacting with a coach, developing an individual leader development plan (ILDP), and self-initiated learning.”\textsuperscript{59}
Disappointingly, all the indicators are that accepting the feedback and developing a learning plan are not occurring in the Army. The 2014 CASAL reports leaders are not devoting the time or effort to accept and internalize the feedback: 70% of assessed leaders did not create an ILDP; 2 out of 3 respondents indicate devoting minimal effort; and only 10% of respondents requested the MSAF program Virtual Improvement Center (VIC) coaching. This suggests many are going through the motions, not applying the effort to act on their feedback, and are not being held accountable to do so which further signaling a lack of trust that undermines the entire program. The lack of effort is troubling because “without alignment between the learner’s challenges, the organization’s priorities, and the leadership development, the opportunities to practice what was learned or to try something new will be limited--or quickly dismissed.”

The 2013 and 2012 CASAL reports similar findings, and indicate a downward trend in the effectiveness of the MSAF program. The following table (Table 1) comparing CASAL results indicates that there are strikingly no positive trends in the Army’s MSAF program.

Table 1. Comparison of CASAL Reports: 2012-2014

<table>
<thead>
<tr>
<th>Indicator / Year</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>Trend</th>
</tr>
</thead>
<tbody>
<tr>
<td>% of assessed leaders who feel the MSAF experience was effective at increasing their awareness of their strengths and developmental needs</td>
<td>58</td>
<td>59</td>
<td>53</td>
<td>🔻</td>
</tr>
<tr>
<td>% of assessed leaders who feel the MSAF was effective for improving their organization</td>
<td>36</td>
<td>37</td>
<td>30</td>
<td>🔻</td>
</tr>
<tr>
<td>% of Senior NCOs who view the MSAF favorably</td>
<td>79</td>
<td>77</td>
<td>71</td>
<td>🔻</td>
</tr>
<tr>
<td>% of Junior NCOs who view the MSAF favorably</td>
<td>71</td>
<td>75</td>
<td>63</td>
<td>🔻</td>
</tr>
<tr>
<td>% of NCOs who initiated an MSAF for their own self-development</td>
<td>48</td>
<td>48</td>
<td>42</td>
<td>🔻</td>
</tr>
<tr>
<td>% of field grade officers who rate the MSAF program as effective in improving their leadership capabilities</td>
<td>38</td>
<td>41</td>
<td>32</td>
<td>🔻</td>
</tr>
<tr>
<td>% of company grade officers who rate the MSAF program as effective in improving their leadership capabilities</td>
<td>41</td>
<td>44</td>
<td>33</td>
<td>🔻</td>
</tr>
</tbody>
</table>
% of warrant officers who rate the MSAF program as effective in improving their leadership capabilities & 45 & 44 & 38 \\
% of all AC respondents who rate the MSAF as effective for extending improvement to their organization & 36 & 36 & 32 \\
% of officers who only initiated the MSAF to fulfill an OER block check requirement & 59 & 59 & 66 \\
% of warrant officers who only initiated the MSAF to fulfill an OER requirement & 51 & 51 & 74 \\
% use VIC & 9 & 10 & 10 \\
% who use VIC who rate it as effective & 65 & 63 & Not Assessed \\
% who reported knowing about the VIC & 31 & 33 & Not Assessed \\

Reinforcing this analysis is the following graphic from the 2014 CASAL report in which AC leaders rated the MSAF as having the lowest impact of any development activity.

Advocates of the MSAF program might defend it by arguing the trends identified in this report only cover one to three years and as such, it would be too early in the program to draw a definitive conclusion. However, if we use another analytical rubric.
and compare the CASAL reports to the Center for Creative Leadership’s (CCL) *Eight Reasons 360 Feedback Fails*, we see similar results (see Table 2).

### Table 2. Comparison of CASAL Results to Common Mistakes in 360-Degree Programs

<table>
<thead>
<tr>
<th>Common Mistakes</th>
<th>Representative CASAL Findings</th>
<th>CASAL Assessment vs Common Mistakes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Unclear Purpose</td>
<td>Guidance and purpose very clear in Army regulations and on the MSAF website</td>
<td></td>
</tr>
<tr>
<td>2. Dumbing it Down</td>
<td>Not seen as an opportunity for leader development: 2/3 or more of officers participated to fulfill OER requirement</td>
<td></td>
</tr>
<tr>
<td>3. Project Bloat</td>
<td>Declining view of its usefulness: effectiveness rates dropping and rated as lowest valued self-development tool</td>
<td></td>
</tr>
<tr>
<td>4. No Support from Senior Executives</td>
<td>Senior Army leaders have indicated support for the program and have led the effort by using the General Officer 360 assessment</td>
<td></td>
</tr>
<tr>
<td>5. Misreading the Organization’s Readiness</td>
<td>A portion of this involves a culture of feedback avoidance: declining participation and effectiveness coupled with poor VIC utilization indicate a culture of resistance</td>
<td></td>
</tr>
<tr>
<td>6. Growing Your Own</td>
<td>The Army did this by creating the MSAF; however, much of the research indicates the questions are modeled after CCL products and recognized assessments</td>
<td></td>
</tr>
<tr>
<td>7. Poor Communication</td>
<td>Expectations about the requirement and its impact not met: declining participation and VIC utilization</td>
<td></td>
</tr>
<tr>
<td>8. Confusing Assessment with Development</td>
<td>No feedback mechanism for development and indicators of minimal effort: 70% of leaders did not create an individual learning plan</td>
<td></td>
</tr>
</tbody>
</table>

Despite using different criteria, an analysis of the 2011 and 2010 CASALs also supports this downward trend. In the 2011 CASAL, only 27% and 29% of leaders rate the MSAF as having a great or moderate impact, respectively, on their development. The 2010 report, which was the first year the CASAL surveyed leaders about the MSAF and examined the results, 89% of MSAF participants concluded it had a small positive impact on their leadership development but only 56% of participants took full advantage of the program, including sharing results with others and requesting coaching support to understand their feedback.
One additional trend regarding leader development observed among the five CASAL reports needs addressing: developing others. Consistently, the develop others competency is rated as the least proficient:

- 2014: Developing others rated as lowest leader competency and only category below the Army’s established benchmark, with “more than half receiv(ing) informal performance feedback occasionally or less often.”

- 2013: “Develops others continues to be the competency most needing improvement.”

- 2012: “Develops others continues to be the competency most needing improvement.”

- 2011: “One consistent exception in strong indicators is the Develops Others competency. Many leaders are perceived as not providing useful counseling, nor encouraging individual development, and not showing genuine concern for subordinate development.”

- 2010: “Develop Others is also identified in Army MSAF data as the greatest developmental need of leaders.”

While the MSAF is directly related to the prepares self leader competency, the inability for Army leaders to reach the desired benchmark for develop others shows the alarming rate at which leaders are not taking responsibility to those they lead. This is an individual and a leader responsibility that data from several studies clearly demonstrates is not occurring, and begs the question whether more structure is needed between the completion of the MSAF and the responsibility of leaders to develop others.

The consistent negative perception of assessed leaders towards those they view as responsible to develop others, combined with a negative trend in the MSAF program, represents a strategic failure for the Army. However, it also provides a possible opportunity the Army must assess for its impacts to time and resources. This opportunity would require more involvement of superiors (raters, senior raters, outside
chain of command mentors) to develop others (ratees) using MSAF feedback. Despite the 2014 CASAL feedback which showed ratees preference for personal self-development, it would mean adding more structure and moving the output stage of the MSAF from personal self-development into guided or structured self-development where the leader would assume a greater role to develop others. (Figure 3).

![Figure 3. Types of Self-Development Described in AR 350-1, Army Training and Leader Development](image)

<table>
<thead>
<tr>
<th>Structured Self-Development</th>
<th>Modules with specific learning objectives and requirements that are linked to and synchronized with classroom and on-the-job learning</th>
</tr>
</thead>
<tbody>
<tr>
<td>Guided Self-Development</td>
<td>Recommended but optional learning that keeps individuals prepared for changing technical, functional and leadership responsibilities through their career</td>
</tr>
<tr>
<td>Personal Self-Development</td>
<td>Self-initiated learning to meet personal training, education and experiential goals (i.e., the individual defines the objective, pace and process)</td>
</tr>
</tbody>
</table>

The 2014 CASAL suggests in its findings that a linkage between developing others and self-development is important to the Army:

The practice of subordinate development (i.e., leaders’ abilities to develop others) has been consistently found to be an area for improvement in past CASAL surveys, and should continue to receive the Army’s attention and focus. Subordinate leader development requires a concerted effort in both enabling superiors to do it well and holding them accountable for this leadership responsibility. Further, given the frequent percentage of superiors who are rated ineffective or neutral, the role of every Army leader in their own development is elevated in importance.

Recommendations

With Army leaders indicating the MSAF program is ineffective, declining in value since 2010, and increasingly only initiated to meet an OER requirement, the Army needs to address the way ahead for the MSAF. Analysis of the program is clear: the
MSAF is not the catalyst for leader development that it is intended to be. As Wong and Gerras identify, “Subordinates are forced to prioritize which requirements will actually be done to standard and which will only be reported as done to standard.” The current state of the MSAF program leads to several intriguing questions as to what should be done with the MSAF program to increase effectiveness and self-development. Should the Army readdress its approach to the MSAF to meets it intended purpose instead of being viewed as a nuisance by the individuals it was intended to help? Would improvements in the system of implementation and feedback accountability increase effectiveness? What could the Army add to the program to reverse the trends indicated in the CASAL reports? Based on the preceding information and data analyzed, there are at least three viable options that are worthy of discussion.

Option #1: Status Quo

An obvious option is to do nothing and leave the current program as it is: a low cost, easy to use graphic interface within a web based application that puts the professional responsibility on the individual to seek out and implement self-development. Current research suggests the small but positive improvements from the program benefit some users. But as the CASAL reports indicates, this is not occurring as intended across the U.S. Army. The Army could also continue to make the tool available but change the requirement to voluntary, likely changing the negative perception while still providing a resource to those with interest to take advantage of the program. However, with the preponderance of trends over the past five years as negative, doing nothing would be, at best, acceptance of complacency and further an environment of mistrust in an Army program of record.
Options # 2: Eliminate the Requirement to Complete an MSAF

To that end, a second option is to scrap the program altogether (due to ranking lowest in value to leader development) and eliminate the requirement for the OER block check (due to the inadvertent creation of the culture of resistance). This would satisfy Wong and Gerras’ recommendation to put a “restraint in the propagation of requirements and compliance checks.” However, because of its low cost and the positive impact to some professionals (NCOs) who use the MSAF as intended and seek out self-development, this option is not recommended. Again, changing the MSAF initiation and completion from mandatory to voluntary may be a small step in improving the program. Eliminating the program would also run counter to the 2014 RAND report authorized by the NDAA which concluded “making 360 feedback available for developmental use in the military services is a good idea.” Eliminating the program would also run counter to current research which concludes: “Leadership development is one of the most pressing issues facing organizations globally today--and represents a great chance for them to seize competitive advantage in their industries…the future success of organizations lies in the bench strength of its leaders and in the developmental opportunities that are afforded to them.”

Options #3: Improve the System

A third and more advisable option is to improve the system of implementation and gradually add more guided or structured self-development to the MSAF program (see Figure 5). Initiatives to support this option would require increased organizational support and effort. The Commander 360 program now directs increased organizational support and effort, so the question is could this be implemented with the MSAF? Given low usage and knowledge rates of the VIC, adding more structure is an option to ensure
adequate feedback and learning. As the CCL indicates, “The goal of an effective 360-feedback implementation should be positive, measureable, long-term leadership growth and development…in conjunction with organizational support.” Organizational support must come from the leader. The superior, rater or senior rater must invest the time in developing others and focus on the MSAF beyond just the initiation and OER data entry.

Before discussing possible initiatives to improve the MSAF program, it is important to establish why the Army should invest the time and resources. Simply put, it must ensure development of its people and avoid a leadership gap. A leadership gap is defined as an insufficiency of leaders and their necessary skills to meet the demands of their profession. The subject of a leadership gap is relevant outside the Army. Within leadership studies, it is further described as “poor organizational practices identifying, selecting, and developing talent” resulting in a lack of leadership; with a lack of leadership identified as the number three global challenge for 2015. A CCL study found “leaders are not adequately prepared for the future. Today’s leadership capacity is insufficient to meet future leadership requirements…(and) there is a significant gap between the needed and existing skill levels (of) employee development and self-awareness.” While the sample population was civilian organizations, and did not include any Army formations, the importance of the Army’s mission means avoiding a leadership gap is a requirement to fulfill its role in a complex environment.

Additionally, any recommendations must be done cautiously in order to avoid contributing to the negative culture surrounding the MSAF. The majority of respondents to the 2014 CASAL survey indicate leaders “tend to favor their own personal self-
development” and rate personal self-development as having a 65% impact compared to 33% and 28% for guided and structured self-development.84 Studying why structured self-development is not working may be another area the Army should look into: does the officer corps exhibit an ethical deficit to own and implement their self-development? However, in short, adding any additional structure must be perceived positively by the force and not as another requirement; it must add value to accomplishment of the mission and leader development. It must get the MSAF program back to its intent to develop “a better-led force, with leaders who are capable of leading in a range of military operations.”85 Some possible initiatives to improve the MSAF program follow.

Initiative # 1: Enforce Follow Up

Research indicates follow up from an initial 360-degree event is important. Currently, there is no formalized feedback process for this within the MSAF program. With no follow up or implications for owning self-development, leaders check the block and move on to the next task, missing a key step in internalizing feedback and improving leadership behavior. This requirement exists now for the Commander 360, establishing a precedent for possible inclusion in the MSAF.86 The CCL further elaborates on this by suggesting “every few months participants should be held accountable for their progress toward accomplishing their goals. This may include follow-up meetings with the working group that provided feedback, follow-up with the supervisor who helped establish the developmental goals, or follow up with coaches.”87 Senior leaders are responsible to develop others, and with the data indicating it is not happening within the Army’s established standard, reinforcing a follow up feedback session could change the trend.
Initiative #2: Require Development of an ILDP

The Army must ensure or allow for the setting of developmental goals through the creation of an ILDP. Creating an ILDP is one way to institutionalize feedback mechanisms and reverse the culture of resistance. This is important because “development is what happens afterwards; and development is what matters most to organizations. For the organization and the individual to get the most out of a 360, there needs to be a process for creating a development plan, support and follow-through.”88

The Commander 360 now requires a developmental discussion two weeks after commanders receive their assessment, reinforcing “the Army’s expectations that raters will help their subordinate commanders grow as leaders.”89

Having set goals also enables the individual leader to focus on what is important to them and which areas they need feedback. “Feedback should be focused on your goals – you should have a good idea what your goals are...(and) also have fresh ideas on new skills and perspectives you want and need to develop.”90 While the CASAL indicates this is not happening, an ILDP could take any form and accompany the OER support form. The link from self-awareness to goal to behavior change is how the development intended occurs. As CCL reiterates, “A significant goal will require a change in your behavior, and changing your behavior is hard work.”91

Initiative #3: Train Leaders to Coach and Mentor in Professional Military Education (PME)

How does the Army train leaders in PME to ask for and provide feedback? Should the Army train its leaders how to mentor and provide coaching so others can integrate their feedback into a developmental plan? Outside research suggests this is possible. To address the need to improve developing others, possibly through training
on improving the MSAF program, the U.S. Army could institute a “Leaders as Teachers” program. The concept of using an organization’s leaders as a key component of a successful learning strategy might seem an obvious use of the many talented, dedicated leaders who work at all levels in every organization. “Why not use the potential of these leaders to inspire, mentor, coach and train other talented leaders…to enable them to reach their full potential?”

A U.S. Army Leaders as Teachers program could take on a few different forms. First, the Army could require rater and senior rater involvement before an MSAF event. This would put a focus on goal development and identification of the desired feedback. Subordinate development is a leader’s responsibility, and active involvement prior to an MSAF could result in more focus and subsequently greater developmental impact. Second, the Army could require post-MSAF mentoring outside the chain of command. Ratees could seek outside coaches and mentors to help them interpret the MSAF and build relationships across the Army. These leader-coaches could help subordinates clarify the process to determine a solution and provide clarity on inputs needed for development. Being outside the chain of command, the likelihood of impact to careers or evaluations is lessened. It could also have a positive networking effect, whereby more leaders would know each other and “healthy relationships of mutual respect, honest communication and genuine support” would be more dependable, sustainable, trustworthy, and possibly improve the Army’s leadership culture. As Army doctrine states, “Trust-based mentorship can help focus self-development efforts to achieve professional objectives.” In response to this, Army leaders already over tasked and busy could argue they don’t need another task, but “every leader must be engaged in
developing the leadership capabilities of those around them or future organizational
growth cannot be assured."\(^96\) This is critical to avoid the development or perception of a
leadership gap.

**Initiative #4: Restructure Tools to Support Vertical Development**

The current MSAF is a horizontal development tool focused on competencies
and fails to assist in vertical development. “Horizontal development is about knowledge,
skills, and information.”\(^97\) Alternatively, vertical development is based on different levels
or stages of thinking, and “involves gaining new perspectives and leadership mindsets
needed to make the business strategy work.”\(^98\) The MSAF format and content
underwent modest changes, but the Army is still using one form of the MSAF for second
lieutenants through colonels. This seems illogical given that the Army’s own description
of leadership identifies three different levels, direct, organizational, and strategic, which
all have different foci and required skills.\(^99\) Given that, the current MSAF is only
applicable to the direct level and is absent of vertical development assessments to help
leaders achieve new levels of thinking and self-development.

The 2014 introduction of a new OER acknowledged different competencies were
required at the three different levels of leadership. If performance evaluations assess
different competencies, then the Army should develop different feedback tools (MSAFs)
as well. Research supports this, stating “An instrument targeted towards all levels of
management might not be right for middle managers in your organization because the
capacities assessed are not in line with company-wide management development
goals.”\(^100\) Additionally, “Employees come into their roles with different experiences,
skills, perspectives and stages of development.”\(^101\)
Analysis: Will the Initiatives Work?

Will this approach of adding layers of guided or a structured self development program to the MSAF work? While indicators from the CASAL reports suggest it will be a challenge due to possible cynicism and a culture of resistance in the Army, research in the field outside the Army suggests otherwise. “Career experts agree that the first level of responsibility for ongoing learning and career personal development begins with the individual. Yet a committed leader-teacher and coach with a real interest in the growth and development of others is an important part of an individual's journey towards success.”[102] The CCL calls these leaders At-Work Learning Partners and their research suggests “people apply what they learn more effectively when they have a developmental relationship with someone who understands the organizational context and is committed to helping them be successful.”[103] This sounds like developing subordinates, which is a basic requirement of leader's at every level.

Research also indicates positive results from coaching: “Coaching is one of an organization’s best tools for developing and retaining internal leaders with the capability to secure current and future success.”[104] Additional research also suggests people (leaders, superiors) want to be in a role to coach (develop) others:

- Most people have goodwill and thus will help others with their career challenges in the workplace
- Many people are proud of what they know or have accomplished, especially if they are regarded as experienced, competent, or experts by others
- Many individuals’ sense of self is enhanced when asked to share their experience, competence, or expertise with others[105]
The CASAL reports also suggest self-development is too important and, when left to the individual, it is not occurring or it is ineffective:

If individuals are left on their own to process feedback (no trainer or facilitator is available (or not used)), or if an instrument is not accompanied by comprehensive interpretive and development materials, the clarity of item content is critical. The harder items are to interpret, the more difficulty managers will have in benefitting from the feedback and the more important the quantity and quality of support becomes. \(^{106}\)

The creation of a “coaching culture” could help with “building leadership development into the organizational fabric” of the Army. \(^{107}\) Research suggests a coaching culture will increase an organization’s competitive advantage “when there is an earnest intent on the part of every leader to develop the leadership capability of others. This includes formal and casual mentoring relationships.” \(^{108}\)

All of these initiatives for the MSAF program are about making the learning stick, and by extension, making the leader—both the developer and the developed—better. The focus needs to be on the “learning transfer” to “ensure people apply what they learn.” \(^{109}\) So, what are the roles of superiors and Army leaders to support learning transfer?

Learning transfer is also a social process. Learning—and the desired performance that comes from learning—does not take place in isolation. The work context, including the level of support from role models, mentors, peers, coaches and bosses, has a powerful impact on turning lessons learned into leadership in action. \(^{110}\)

The same research indicates that one of the greatest challenges is when the operational and learning cultures in organizations clash and “learning transfer barriers such as lack of team support, leadership, and organizational culture” impede development. \(^{111}\) An assessment of the feasibility of instituting these initiatives is critical.
given current CASAL results indicating impeded development and low perceptions of the MSAF program.

Conclusion

The intent of the Army’s MSAF program is to be a catalyst for leader development. Clearly it is not. The Army’s leader development system and the MSAF program warrant improvements. Keeping the program as it is or eliminating the program are not viable choices. The importance of leader development to ensure the Army’s ability to succeed in an increasingly complex world and to avoid a leadership gap is too important to ignore. If the Army is not willing to address the MSAF program, to remove the impediments to development, and make additive changes that improve the program, then the Army should stop lying to itself that the MSAF is effective and eliminate the requirement.

Endnotes


2 General Mark Milley, Advance Policy Questions for General Mark A. Milley, USA Nominee for Chief of Staff of the Army, 114th Cong., 1st sess., July 21, 2015.


5 Army Directive 2016-06 was published February 3, 2016, and directs lieutenant colonel and colonel centralized select list commanders to participate in Commander 360’s while in command. From the Army Directive: “The Army designed the CDR360 program to facilitate a leader’s growth and development by providing information on the leader’s capabilities from multiple perspectives to facilitate more informed coaching, counseling and dialogue. The program includes a multisource assessment of the commander’s performance from current subordinates, peers and superiors. It also includes a mandatory discussion between the commander and the commander’s current rater to ensure that a plan for development and continued growth results from the assessment. The CDR360 program and the Army 360
Multi-Source Assessment Feedback (MSAF) self-initiated and unit events are similar, but differ in several key ways. The Army uses the results of CDR360 and MSAF events to develop its officers. The officers’ senior raters do not see the reports and the reports are not used as information in the officers’ officer evaluation report (OER). A key difference between the programs is that the commanders’ raters see the CDR360 feedback report. In self-initiated or unit MSAF events, participating officers retain ownership of their feedback and are not required to share their MSAF results with their rating chain, although officers may voluntarily provide the results to their rater."


10 Ibid., 7-1.

11 U.S. Department of the Army, *Army Training and Leader Development*. “The Army’s training and leader development efforts support training in the three training domains: institutional, operational, and self-development. Each training domain complements the other. All of the domains have an important role in training Soldiers and Army Civilians, growing leaders and preparing units for employment.”


17 Ibid.

18 69% of organizations surveyed by a 3D Group survey in 2013 indicate the results are used for developmental purposes, whether planning programs or self-directed efforts. As
reported in: Hardison, et al., *360-Degree Assessments: Are They the Right Tool for the U.S. Military?* 9.


20 Ibid., 123.

21 Ibid.


23 Ibid.

24 U.S. Department of the Army, *Army Training and Leader*.

25 Hardison, et al., *360-Degree Assessments: Are They the Right Tool for the U.S. Military?* x.

26 Ibid., 24.


30 U.S. Department of the Army, *Multi-Source Assessment and Feedback Program*.


32 U.S. Department of the Army, *Multi-Source Assessment and Feedback Program*.

33 Ibid.


35 Ibid.


39 Hardison, et al., 360-Degree Assessments: Are They the Right Tool for the U.S. Military? iii.

40 Ibid., ix.

41 Ibid., 11.


43 Ibid.

44 The Center for Army Leadership (CAL) “condu[c]ts leadership and leader development research, studies, analysis, assessment and evaluation; provides the Army leadership and leader development doctrine, products and services; develops and maintains the Army Leader Development Strategy and annexes; and manages the Army Leader Development Program.” It is a subordinate element of the United States Army Combined Arms Center at Fort Leavenworth, Kansas and falls under the Mission Command Center of Excellence directorate. United States Army Combined Arms Center, “Center for Army Leadership (CAL),” http://usacac.army.mil/organizations/mccoe/cal

45 Riley, et al., 2014 Center for Army Leadership Annual Survey of Army Leadership (CASAL), v.

46 Ibid., Abstract.

47 Ibid.

48 Ibid., vi.

49 Ibid.

50 Ibid.

51 Ibid., x.

52 Ibid., 89.

53 Ibid.

54 Ibid., 90.

55 Ibid.

56 Ibid., 89-90.


59 Riley et al., *2014 Center for Army Leadership Annual Survey of Army Leadership (CASAL)*, 90.

60 Ibid.


62 Author developed.


64 The definitions of each reason why 360 degree programs fail are: 1. Unclear Purpose: A strategic decision about what you want to accomplish; 2. Dumbing it Down: Geared for people who will appreciate it and view it as an opportunity; 3. Project Bloat: A lot of human beings have to do what they our supposed to do for this to work; 4. No Support from Senior Executives: Leaders signify the importance; 5. Misreading the Organization’s Readiness: Timing of a 360 event; 6. Growing Your Own: Choose an assessment type and vendor carefully; 7. Poor Communication: Participants need to understand the purpose and what they are expected to do; and 8. Confusing Assessment with Development: Receiving, evaluating and discussing a 360-degree feedback report are all part of assessment. Development is what happens afterward.

65 In a telephone conversation I had with Mr. Clemson Turregano, Director of Global Digital Products, Center for Creative Leadership, he further indicated that the Army’s MSAF questions are very similar to the Center for Creative Leadership’s *Benchmarks* assessment which is a standard and industry recognized product used in their leader development programs.


68 Riley, et al., *2014 Center for Army Leadership Annual Survey of Army Leadership (CASAL)*, x.


Riley, et al., 2010 Center for Army Leadership Annual Survey of Army Leadership (CASAL), 16.


Riley, et al., 2014 Center for Army Leadership Annual Survey of Army Leadership (CASAL), 73.

Wong and Gerras, Lying to Ourselves: Dishonesty in the Army Profession, ix.

Ibid.

Hardison, et al., 360-Degree Assessments: Are They the Right Tool for the U.S. Military? xi.


Leslie, 360 Degree Feedback: Best Practices to Ensure Impact, 1.


Ibid.

Ibid., 2.

Riley, et al., 2014 Center for Army Leadership Annual Survey of Army Leadership (CASAL), 96.

Department of the Army, Army Training and Leader Development, Army Regulation 350-1, Appendix K, 200.

Department of the Army, Commander 360 Program.

Leslie, 360 Degree Feedback: Best Practices to Ensure Impact, 1.

Craig Chappelow, How to Avoid Pitfalls of 360-Degree Feedback (Greensboro, NC: Center for Creative Leadership, 2014).

U.S. Department of the Army, Commander 360 Program.

91 Ibid.


93 The Leader-Coach: 3 Essential Steps that Make all the Difference (Greensboro, NC: Center for Creative Leadership, November 25, 2015).


96 Emily Hoole and Douglas Riddle, “The Intricacies of Creating a ‘Coaching Culture.’”


98 Ibid.


101 Petrie, *Developing Talent: What You are Probably Missing*.

102 Betof, *Leaders as Teachers: Unlock the Teaching Potential of Your Company’s Best and Brightest*, 64.


104 *When Your Next Job is to Prepare Leaders for the Unknown* (Greensboro, NC: Center for Creative Leadership, 2015).


107 Hoole and Riddle, “The Intricacies of Creating a ‘Coaching Culture.’”

108 Ibid.
