KABAR Cohort 5 Capstone Paper

Team Members:
Kelly Grissom
Mary Craddock Hoffman
Bret Rodgers
Capt. Logan Willman, USMC

Balancing MCIA's Civilian and Military Leadership:
A Case Examination of the Analysis Directorate, Branch Head Position

EXECUTIVE SUMMARY
* The capstone team researched and analyzed a comparison of civilian and military branch heads within the Analysis Directorate (AD) of MCIA.
* The primary method of research consisted of personal interviews with leaders within and outside of MCIA using prescribed survey questions as well as open ended discussion with the survey participants.
* There were several issues identified by the survey participants and primary among those was the disparity between the rank of the military branch heads and their civilian counterparts.
* This paper recommends that Majors be used as branch heads instead of Captains.
* This paper recommends that MCIA carefully consider which branches in AD should be led by civilians and which branches should be led by Majors.
* The overall conclusion of the capstone team's efforts is that MCIA is not optimizing the branch head position and that MCISRE will require more from branch heads and as such, MCIA should demand more from branch heads.
* In order to achieve the MCISRE vision, the branch head position (as well as branch organization) will have to change from branch production manager to MCISRE Branch Head – a knowledgeable, authoritative, MCISRE leader.

Introduction

The capstone team's original research topic was "Career Paths of Military vs. Civilians in Marine Corps Intelligence." The team scoped the topic down to the specific example provided with the problem in order to ensure that the topic could be thoroughly examined within the time and resource constraints of the KARBAR capstone project. The example provided in the original problem set challenged the team to consider the branch head (BH) position within the Analysis Directorate (AD) by examining the differences between civilian branch heads and military branch heads. The problem noted the potential advantage of civilian branch heads over their

military counterparts with regard to continuity and time in the position allowing for proficiency but also possibly creating a resistance to change due to comfort with the position and the associated processes. Additionally, the problem set example noted the potential advantage of military branch heads with regard to operational relevance due to their likely recent operational force experience, but that the military branch heads' short dwell time in the BH billet represents potential disadvantages with regard to proficiency. This paper is a summary of the capstone team's research, analysis, and conclusions of the military-civilian balance at the BH position in the AD considering the advantages, disadvantages, and other issues with MCIA's current structure. The paper concludes with potential courses of action (COA's) that, in the team's view, our research shows would better optimize the BH position for MCIA and the Enterprise. For MCIA to successfully achieve the Marine Corps Intelligence Surveillance Reconnaissance Enterprise (MCISRE) vision, the Command should demand more from its branch heads but most also recognize the importance and stature of the position but also increasing the branch heads' authority and clout with the Command and the larger Enterprise.

Sources

Our team's research took the form of in-person interviews with team leads, branch heads, division heads and directorate heads from the Analysis Directorate, Geospatial Intelligence Directorate, Editing and Graphics, Weapons and Tech, Counter Intelligence, Plans and Programing, Installation and Logistics, and Human Capital. Although the project focuses on the AD BH position, the team considered leadership positions across the Command to help ensure an accurate picture of military-civilian challenges that (do or do not) exist. In addition to the internal MCIA interviews, the team also conducted phone interviews with personnel from a variety other organizations such as U.S. Army Intelligence and Security Command (INSCOM), USMC Command and Staff College, and the Office of the Secretary of Defense. In addition, we collected data from relevant articles and book excerpts. One area of research we examined was current trends in the private sector, to compare and study models with successful elements that could be used to improve our current system. . Though the end result focuses on MCIA's

AD, the scope of this paper addresses a number of leadership topics that were collectively considered in the team's analysis and COA development.

Methodology

The team conducted in-person interviews using a short survey with an open ended dialogue at the end of the prescribed questions. Through discussion and research, the team developed survey questions to help determine if BHs and other MCIA leaders are interested in combined civilian-military leadership roles and if so, in what form – shared, rotational, combined methods, etc. The initial survey questions were "yes" or "no" questions to establish the current structure of the interviewee's branch, division, etc. The next questions solicited graded responses on scale of 1 to 5 with 1 being "most definitely would not" and 5 being "most definitely would." (Figure 1.0)

Figure 1.0

Sample Question

| Would you be willing to share responsibilities with a military deputy branch head? | most def. would 5 4 3 2 1 would def. not |

Along with the scaled questions, the survey participants also provided open ended comments of their choice at the conclusion of the prescribed questions portion of the interview. All of the offered comments were also recorded as part of the survey and considered heavily in the analysis. The final questions consisted of ten questions for civilians and seven questions for the military. (See Appendix A for questions and detailed results.) Each capstone team member interviewed both military and civilian leaders throughout MCIA. There were 26 individuals interviewed for this project, 8 military and 18 civilians. (Figure 2.0)

Figure 2.0

CIVILIANS	
Grade	Number of People
GG-13	6
GG-14	10
GG-15	2

MILITARY	
Rank	Number of People
SSgt	1
GySgt	2
Capt	3
Major	1
LtCol	1

The final question of the survey asked for participants' recommendations to improve continuity among MCIA's civilian and military workforce.

Issues

The team's research revealed several perceived issues at the branch level that our project attempts address. One of the most significant issues is the misalignment of military rank with the civilian grade. Most military BHs at MCIA are Captains while civilians in the same position are a GS-13 or 14, the protocol equivalent of a Major or Lieutenant Colonel. The inconsistency is not only in the matchup of military to civilian, but also in the fact that the civilians are not all one grade. Karen Wolfe, HR Director of INSCOM at Ft. Belvoir, stated that their leadership rankings are consistent across the entire INSCOM command (approximately 12,000 military and 4500 civilians). A directorate commander is a Colonel or GS-15, a division head is a Lieutenant Colonel or GS-14, and a BH is a Major or GS-13.
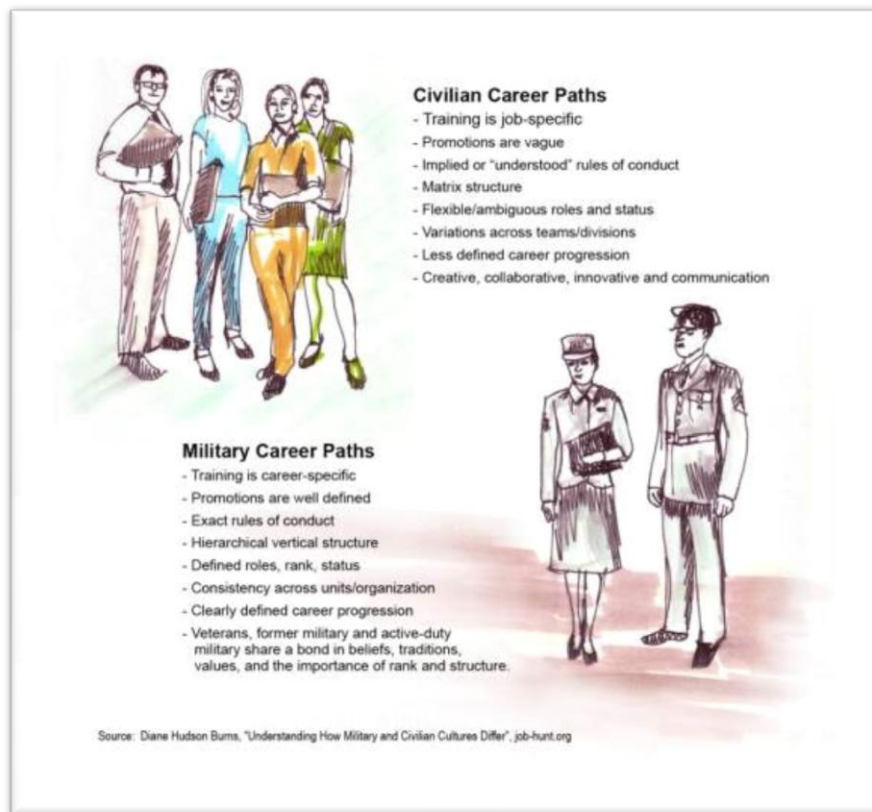
The next issue is that educational opportunities and standards are unbalanced between military and civilians. Training for the military is career specific while training for Marine Corps Intelligence civilians it's job-specific. Susan Rhinehart, Training Specialist for INSCOM, talked about how the Army handled this inequity. To address the need for a civilian version of the military training model, the Army created Sustaining Base Leadership and Management (SBLM), an out-of-office 4-month course most personnel found difficult to attend. So a new system was developed and in 2006, the online Civilian Education System (CES), replaced SBLM. CES only

requires 2-3 weeks of classroom participation after completion of the online requirements. The Foundation and Basic levels are available to all GS grades, Intermediate is designed for GS 11-13, Advanced for GS 14-15, and Continuing Education for SES personnel. Each level is set up to build upon the previous one.[1] Unfortunately this training is exclusively managerial, not career-specific or professional, so it's not equal to what the military provides. It is clear from the research that the training issue is not unique to MCIA.

It would also be ideal if both the military and civilian supervisors had access to the same training classes. In Marine Corps Intelligence (MCI) some managerial training for supervising military is available to military but not civilians, e.g. the military all take Suicide Awareness and Prevention.[2] This class would be appropriate and very useful for all supervisors of both civilians and military, as it's a potential issue across the command.

Both the military and civilian leadership supervise personnel in both sectors, so it's important for each to be knowledgeable in both.

Figure 3.0 [3]

Civilian Career Paths
- Training is job-specific
- Promotions are vague
- Implied or "understood" rules of conduct
- Matrix structure
- Flexible/ambiguous roles and status
- Variations across teams/divisions
- Less defined career progression
- Creative, collaborative, innovative and communication

Military Career Paths
- Training is career-specific
- Promotions are well defined
- Exact rules of conduct
- Hierarchical vertical structure
- Defined roles, rank, status
- Consistency across units/organization
- Clearly defined career progression
- Veterans, former military and active-duty military share a bond in beliefs, traditions, values, and the importance of rank and structure.

Source: Diane Hudson Burns, "Understanding How Military and Civilian Cultures Differ", job-hunt.org
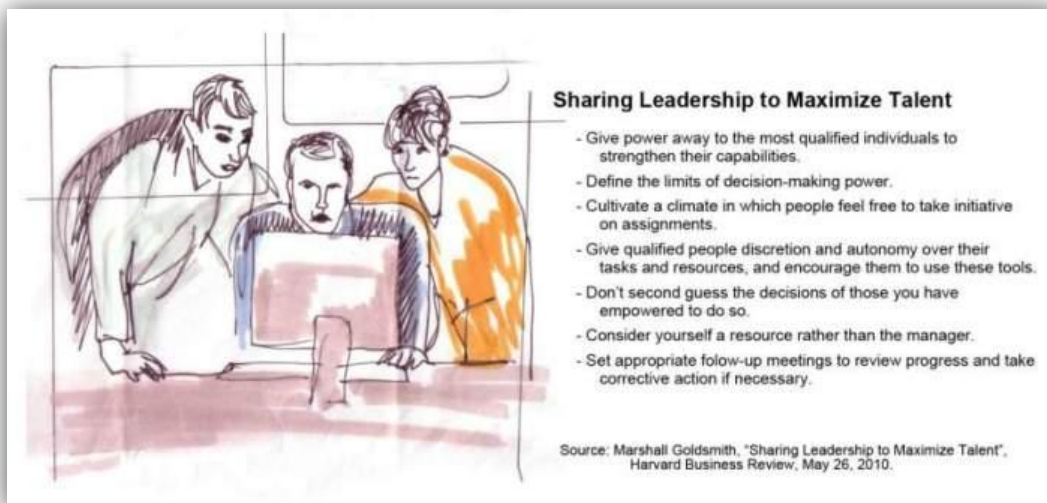
The training acculturation of the military who supervise civilians for MCI is limited to learning the DCIPS system, and takes just a few days. The Army, on the other hand, just mandated an executive order for all military and civilians supervising civilians to complete the new updated 40-hour online supervisory development course by June 12, 2012, and a refresher course every three years. New hires are expected to complete this course in 30 days. Unfortunately there isn't an equivalent for civilians supervising military.

Another aspect to consider is management theories at non-government organizations. We decided to study current leadership methods being used at private entities, to see what might be useful for MCI.

Research

The team also studied current leadership trends in the private sector, such as shared and co-leadership, to see if some of those methods could be adapted to enhance some aspects of the working relationships between civilian and military leaders within the MCI hierarchical structure. Marshall Goldsmith suggests several ways to maximize talent using a shared leadership model (Figure 4.0). Despite a hierarchical structure, leaders could implement these ideals on a case-by-case basis, reaping many benefits, such as empowering subordinates and building strong confident teams. Some attributes of shared leadership imitate the well-known Marine Corps concepts of mission tactics and commander's intent.[4]

Figure 4.0[5]

Sharing Leadership to Maximize Talent

- Give power away to the most qualified individuals to strengthen their capabilities.
- Define the limits of decision-making power.
- Cultivate a climate in which people feel free to take initiative on assignments.
- Give qualified people discretion and autonomy over their tasks and resources, and encourage them to use these tools.
- Don't second guess the decisions of those you have empowered to do so.
- Consider yourself a resource rather than the manager.
- Set appropriate follow-up meetings to review progress and take corrective action if necessary.

Source: Marshall Goldsmith, "Sharing Leadership to Maximize Talent", Harvard Business Review, May 26, 2010.

Oliver Wyman defines co-leadership as "two individuals who are officially designated to share what would normally be considered a single leadership role in heading up an operation." His theory is based on two models; the Office of the Executive described as "two individuals share the responsibility for leading an operation as a form of partnership, but one of those individuals is clearly the senior partner in the arrangement" and the Coordinated Co-leadership: "Two people were appointed to run the function. One leader focused primarily on the development

side of the organization, the activities that were focused on near-to middle-term product-oriented work, closely linked to the business units of the company. The other leader focused on the more fundamental research and technology development work, aimed at longer-term outcomes. While each focused on his or her part of the operation, they were jointly accountable for overall performance. "[6]

Figure 5.0[7]
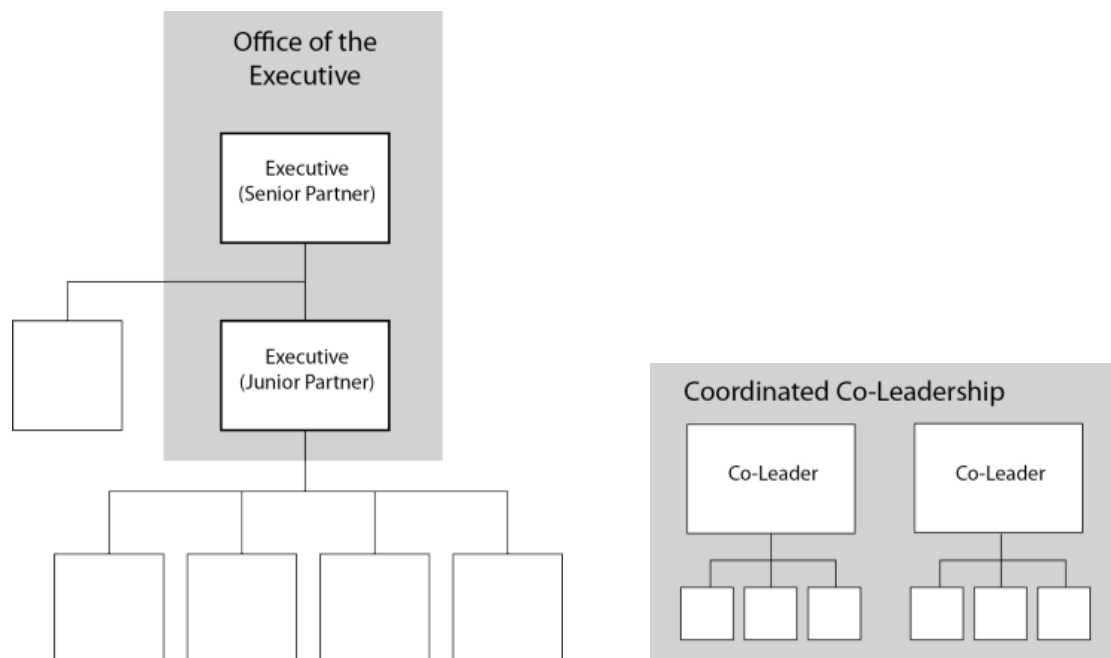
Coordinated co-leadership resembles the model used at Marine Corps Command and Staff College (MCC&SC). Lieutenant Colonel Patrick E. Simon, Military Faculty Advisor, said in an email exchange "the military faculty member is paired with a civilian PhD counterpart. Both leverage each other's capabilities and strengths. The military faculty member is here for a 2-3 year tour, but he/she brings contemporary experiences in leadership and current operational experience to the college. From a continuity standpoint it's not the preferred course of action for the college, but in reality this cyclical personnel process provides the college new perspectives about the Marine Corps and the current operational challenges. Moreover, the

military faculty member primarily advises on leadership and planning. On the other hand, the PhD is the continuity at the college and the 'educator' that educates the student body and understands the University bureaucracy and all of the intricacies about being an educator. Both the military and the civilian faculty advisors work as a team to teach. So the military member will sit in on the PhD's class and provide input where necessary and vice versa when the military advisor teaches. This model works well for the college and has been around for quite some time."[8] Although this is an educational structure, the military and civilian BHs and deputies of our organization could easily replicate the team aspects of this model by relying on each other's knowledge and expertise to provide a harmonized leadership. This technique has been used for a long time by the Marine Corps and it seems to work, albeit in an academic setting. We recommend a future survey of the MCC&SC faculty to see how well they think it works and what lessons they would provide to someone else considering it in a different setting.

Michael Decker, Assistant to the Secretary of Defense for Intelligence Oversight, and former Assistant Director of Intelligence, addressed the problem of billets being occupied too long by one person and the stagnation that sometimes results from that practice. "I think the real interesting question would be how do you pick MCIA's GS 15's? I'd say the word should be out that if your entire career was at MCIA-Q then you can never be a GS15. That doesn't mean you have to apply to be Deputy G2 at MARFOREUR or MARSOC, but you should have to do a tour at a non-MCIA DC area Intel billet. And not just ICAAP rotation, actually take the plunge to apply and get hired elsewhere then come back."[9] Requiring civilians to do other assignments outside MCIA before moving up to higher positions would be a great way to get the same sort of career broadening experience that the military brings. Perhaps a variation of that is making BH civilian positions term appointments; a person fills the billet for a period of three years and then reverts to another position or has to find another position elsewhere.

Survey Results

The results from the open-ended survey question were revealing and highlighted several issues which became the basis for our proposed COAs. (See Appendix B for example comments.) The first issue apparent from the results is how civilian leadership views a disparity at the BH level between the maturity and experience of Captains and their civilian counterparts. The civilian leadership interviewed did not place the same value that military leadership placed on recent fleet and leadership experience in military BHs. This sentiment is similar to the results of the Rand Corporation's Organizational Design Assessment of USMC Intelligence. According to Rand's assessment, USMC Intelligence in general experiences grade and seniority issues relative to others in the USMC and interagency level (Marine Intelligence is always junior).[10]

In one of KABAR Cohort 5's module discussions, a cohort member addressed that at DIA, where the agency is also roughly fifty percent civilian and fifty percent military, the comparison in rank structure between military and GG levels is clearly defined to prevent any discord. In no sections at DIA will you find, for instance, a Major in charge of a GG-14, or GG-13s working for a Captain; unlike MCIA. As some of the Cohort members commented, although DIA does seem to have some leadership issues as well, the way the organization delineates civilian and military rank structure to avoid confusion and maintain positional equivalency across the organization is one of its strengths. The equivalency issues between military and civilian BHs at MCIA is one of the primary issues the team attempts to address in the recommended COA's below.

Another issue highlighted by the final survey question is the apparent unwillingness at the GG-15 level of sharing responsibilities with military equivalents (this could be a methodology issue related to how the questions were stated, but nevertheless the GG-15 responses clearly show this trend). According to the interviews conducted by the team members, evidence exists of an undercurrent that feels that if continuity of operations and production is the goal, it is unattainable with constant military rotations in directorate-level leadership positions. The issue is the dichotomy within MCIA of stability and continuity versus the potential fresh ideas

resultant from recent operational experience. There seem to be competing priorities between long term civilian personnel and military members who are assigned to MCIA as in the course of normal military orders. This corresponds to the idea that civilian career development should include professional, skill-enhancing opportunities to grow within their current position (SMEs, Specialists), while military career development is focused on experience-broadening opportunities which increase the level of familiarity and understanding of the wide range of MCI functions.

This divide is exacerbated by the fact that many jobs at MCIA do not translate or compare to any billets or jobs in the operations forces (to reiterate, Marines are going from Specialist to Generalist in career development, while civilians are more likely to be increasing in their specialty for career development). The different requirements levied upon MCIA and the timelines to complete some of these requirements also do not translate directly to the requirements and timelines levied upon intelligence shops in the operational forces, yet the same expectations exist for all personnel doing the same jobs, whether they are junior Captains or civilians who have held the same position for years.

A potential resolution for the opposing sentiments is extra training for Marines before they assume their billets alongside civilians who have been doing those jobs for some time (left seat/right seat type, perhaps) to gain experience in these unique positions. Additionally, civilians should have more focused and periodic Marine familiarization training (not just a little history and traditions, but experience seeing Marines in general, and intelligence Marines in particular, training in work-ups or in another such realistic environment) and should have either annual refresher training or some kind of mixer that serves as an open forum for Marines and civilians to socialize and learn from each other.

The bottom line is that there is an "us vs. them" mentality that will probably never go away entirely, but by assigning Marine Majors as BHs to more accurately reflect the equivalency

between military and civilian experience in the position, and increasing the Marine/civilian acculturation training, this dynamic can be mitigated. The following COAs explain our potential solutions to these issues in greater detail.

Possible Courses of Action (COA's)

Based on the survey results and the issues highlighted during the individual interviews, the Capstone has several recommendations to address the military-civilian divide at MCIA. The following COAs focus specifically on branch leadership and structure within the Analysis Directorate (AD) as stated earlier.

Currently in AD, there are three models of Branch leadership, 1) civilian BH only, 2) military BH only, and 3) civilian BH with a military deputy.

**It should be noted that at the time of the team's research, the two Asia-Pacific branches had plans to combine into one branch and move from two separate branches with one led by a civilian and one led by a military officer into a single branch with a civilian BH and a military deputy.*

What is clear from the survey results is that most MCIA leaders agree that leadership responsibilities throughout MCIA would be better served by combined military-civilian leadership teams. The capstone team's survey questions focused on this aspect of branch leadership, what form the combined leadership team might take, and the potential advantages and disadvantages of the various suggested structures.

The team considered three possible COA's for AD branch leadership:

	COA 1	COA 2	COA 3
Branch Head (BH)	GS-14	Major	Alternating GS-14/Major
Deputy Branch Head	Captain	GS-13/14	Alternating GS-14/Major

While the survey results reveal that AD BHs do not believe that they have too much work for one person; uniformly, all of the interviewed AD BHs felt they were not completing any tasks to their own satisfaction and that they faced difficulty managing their administrative and personnel tasks with their intelligence planning and production tasks. Furthermore, both civilian and military BHs acknowledged an existing tension between the civilian and military approaches to MCIA's mission. Given these facts, the capstone team focused on COA's that would address the three primary issues identified in the original problem set and through the course of the team's interviews: 1) task saturation at the BH level, 2) potential resistance to change by civilian leaders (possibly as a result of not having the benefit of recent operational experience), and 3) the steep learning curve for young military leaders assuming BH duties. Additionally, advantages and disadvantages for each COA were considered, as noted below.

	COA 1	
Branch Head (BH)	GS-14	
Deputy Branch Head	Captain	
	Advantages	**Disadvantages**
	*Allows junior military officers (Captains) to have leadership tasks that are appropriate for rank *Takes advantage of civilian leadership continuity at BH position *Allows SME level knowledge at the BH level	*Requires civilian leader who understands how to make optimal use of military deputy subordinate *Does not address concerns about BH stagnation and/or operational awareness (unless BH effectively collaborates with deputy)

|	COA 2	
Branch Head	Major	
Deputy Branch Head	GS-13/14	
	Advantages	**Disadvantages**
	* Resolves several issues associated with junior Captain BH's by assigning a more experienced officer to the billet * Addresses concerns about stagnation of branch leadership through normal military rotations *Takes advantage of civilian leadership continuity within branch leadership	* Requires minimum of 18 month stability for assigned officer (24 months preferred) * Potential of leadership chaos for the civilian deputy in the absence of effective personnel management of the assigned BH officer; also during a gap the civilian deputy would naturally assume BH duties which could make re-assuming deputy duties challenging after a long gap

	COA 3	
Branch Head	Alternating GS-14/Major	
Deputy Branch Head	Alternating GS-14/Capt/Major	
	Advantages	**Disadvantages**
	* Resolves issues associated with junior Captain BH by assigning a more experienced officer to the billet * Addresses concerns about stagnation of branch leadership through normal military rotations	*Potential difficulties for the GS-14 to move from BH back to deputy which would be compounded more if there was not consistency in the timing of the assignment of military officers to the branch *None of the surveyed leaders within AD were comfortable with this COA *Potentially difficult for analysts who would have to adjust roughly every two years to the alternating responsibilities of the civilian BH/deputy BH. *Potential to create leadership chaos for the branch

Most of the MCIA survey respondents considered both COA 1 and COA 2 as workable options. Very few people considered COA 3 as a workable option and the capstone team agrees that COA 3 presents too many disadvantages for it to be considered as part of the solution. Rather the team recommends a mix of COA 1 and COA 2 options for the branches within AD. Some branches would have a civilian BH with a Captain deputy and other branches would have a Major BH with a civilian deputy. In branches with a Major as the BH, MCIA would need to ensure that the assignment and rotation of the assigned Majors is managed in such a way as to minimize gaps and maximize the amount of time that each Major BH spends in the billet (absolutely no less than 18 months, 24 months or more if possible).

The team concluded that MCIA would be best served by a combination of both COA 1 and COA 2 organizational models which would optimized the military – civilian leadership mix at the BH level helping to ensure both continuity and operational relevance at the most important leadership echelon within the Command, first level supervisors. MCIA's leadership would need to consider very carefully which branches should be led by a civilian and which braches should be led by a Major and decisively execute a plan to implement the decided upon structure.

MCISRE Considerations

MCIA's current model does not maximize the BH role as it might be under MCISRE. Currently, BH's are largely viewed as branch level production managers who have little authority when compared to the responsibilities they bear. BH's should be more authoritative leaders under MCISRE and should not be separated from the MCIA Commander by three official intervening levels (Division, Directorate, and Production and Analysis Company) and at least two unofficial levels (PAC Production and MCIA Operations). Our Capstone team assesses that under MCISRE, BH's should function as direct subordinate commanders of the MCIA Commander and should demonstrate both the knowledge and authority associated with such a role. This concept of a MCISRE BH that works directly for the MCIA Commander might resemble the structure diagramed below.
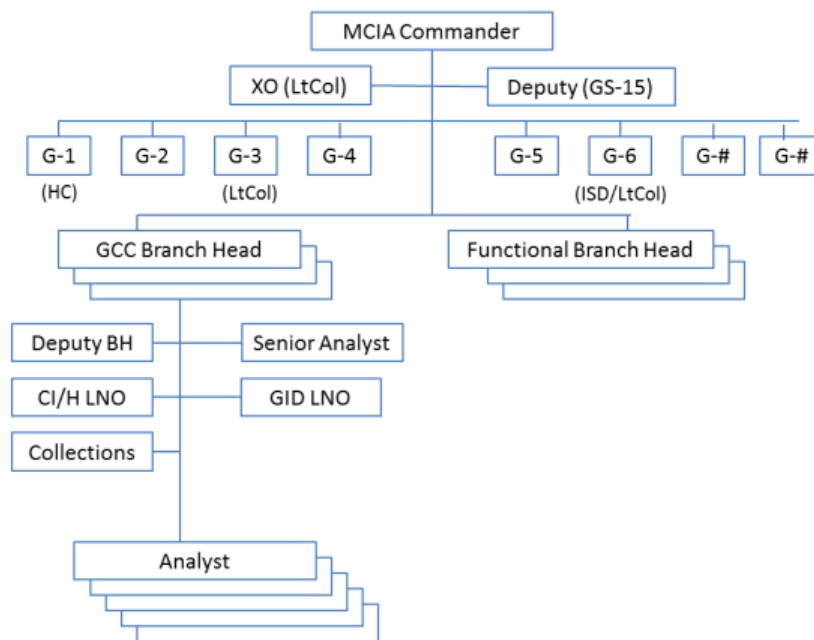
This is just one possible construct. The important concept is that the current MCIA organization does not maximize the role of the BH and removes the BH from the Commander (and his intent) with too many levels of management. Under MCISRE, MCIA should demand more from its BH's and the BH's should be authoritative leaders responsible for MCISRE production coordination who report directly to the MCIA Commander.

NOTE: This capstone paper does not address the related question of branch organization, but the above chart suggests a construct that would equip MCIA and the AD branches to better serve, lead, and manage the Enterprise. BH's can and should be more significant leaders within the Enterprise and branches should be organized in such a way as to elevate the branch head's stature, authority, influence, and span of control. **MCISRE will require a flatter MCIA; a flatter MCIA will require more authority at the branch head level; more authority at the branch head level will require more structure below the branch head and less structure above the branch head.**

Summary

The scope of this KABAR capstone project was to examine the BH position in the civilian-military context, but the results of the survey and the team's conclusions led to the larger consideration of the BH's role within MCIA's organization overall and within the larger Enterprise. A mix of branch leadership comprised of both COA 1 and COA 2 maximizes the strengths of both civilian and military leadership at MCIA, but more would need to done to optimize MCIA's role as the MCISRE Fixed Site and by extension the BH's role within that construct. Examining branch leadership COA's can only be seriously considered as part of larger MCIA organizational COA that addresses the too many levels of management between the BH's and the MCIA Commander. Under MCISRE, MCIA will not do more with less; rather MCIA must change what it does. Rewriting the role, responsibilities, and authorities of the BH's would move MCIA closer to the MCISRE vision.

(Appendix A) Questions and Charts of the results

QUESTIONS ASKED

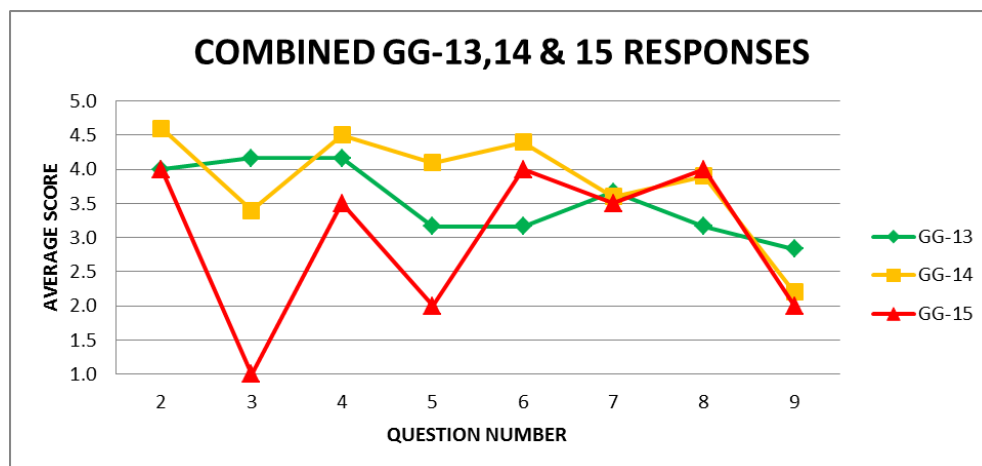| |
|---|
| (1) Do you have military personnel in you branch/division? |
| If not, would military representation in branch/division enhance your mission? |
| (2) Would you be willing to share responsibilities with a military deputy branch head? |
| (3) After completion of the military deputy's tour, would you be willing to switch to serve as a civilian deputy branch head, under military BH for the duration of his/her tour? |
| (4) Would you be comfortable sharing branch head duties with a military deputy? |
| (5) Would sharing branch duties make your workload more bearable? |
| (6) Do you think sharing branch head duties with a military member would improve (or create) continuity between civ. And military personnel? |
| (7) Do you think sharing duties with a military deputy or branch head would increase unification of the total workforce? |
| (8) Do you think sharing duties with a military deputy or branch head would encourage cognitive diversity? (Blending new ideas with the long-term agency experience) |
| (9) Would rotating as branch head and deputy branch head every three years refresh the command of that section? |

Chart 1: All civilian averaged responses

QUESTIONS ASKED: GG-15

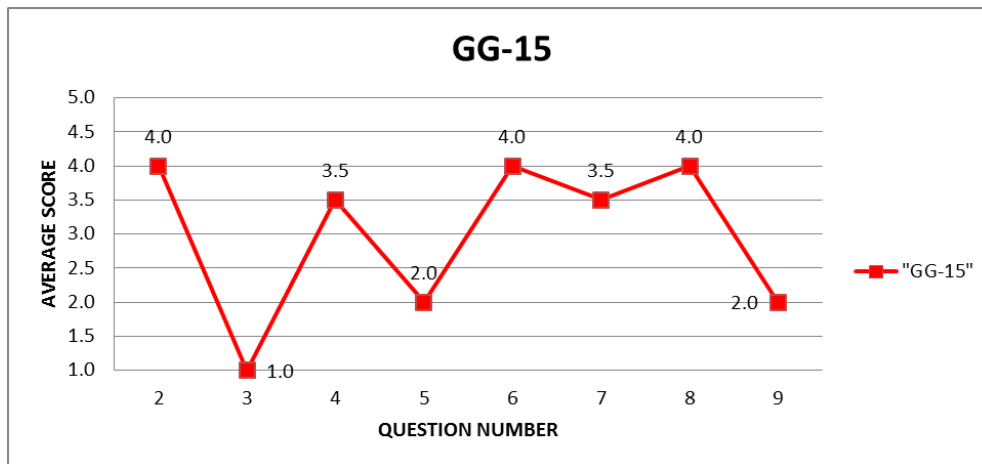| |
|---|
| (1) Do you have military personnel in you branch/division? |
| If not, would military representation in branch/division enhance your mission? |
| (2) Would you be willing to share responsibilities with a military deputy branch head? |
| (3) After completion of the military deputy's tour, would you be willing to switch to serve as a civilian deputy branch head, under military branch head for the duration of his/her tour? |
| (4) Would you be comfortable sharing branch head duties with a military deputy? |
| (5) Would sharing branch head duties make your workload more bearable? |
| (6) Do you think sharing branch head duties with a military member would improve (or create) continuity between civ. And military personnel? |
| (7) Do you think sharing duties with a military deputy or branch head would increase unification of the total workforce? |
| (8) Do you think sharing duties with a military deputy or branch head would encourage cognitive diversity? (Blending new ideas with the long-term agency experience) |
| (9) Would rotating as branch head and deputy branch head every three years refresh the command of that section? |

Chart2: GG-15 averaged responses

QUESTIONS ASKED: GG-14

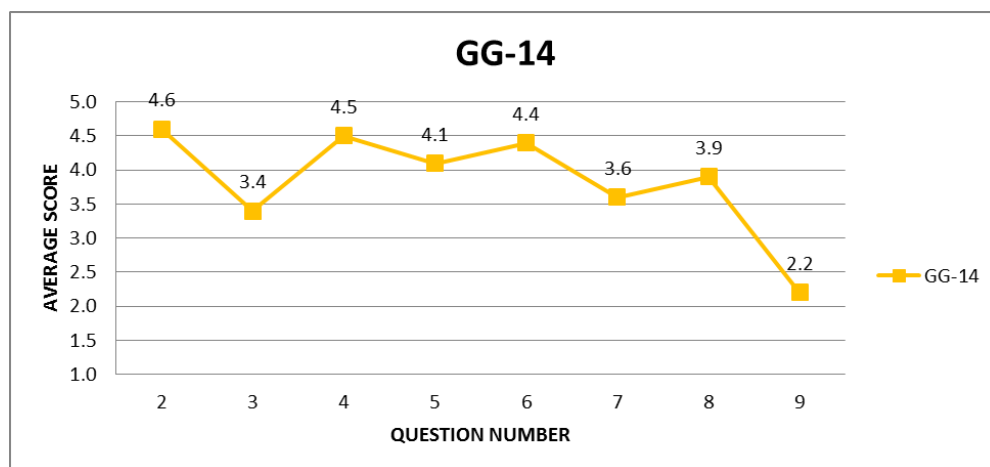| |
|---|
| (1) Do you have military personnel in you branch/division? |
| If not, would military representation in branch/division enhance your mission? |
| (2) Would you be willing to share responsibilities with a military deputy branch head? |
| (3) After completion of the military deputy's tour, would you be willing to switch to serve as a civilian deputy branch head, under military branch head for the duration of his/her tour? |
| (4) Would you be comfortable sharing branch head duties with a military deputy? |
| (5) Would sharing branch head duties make your workload more bearable? |
| (6) Do you think sharing branch head duties with a military member would improve (or create) continuity between civ. And military personnel? |
| (7) Do you think sharing duties with a military deputy or branch head would increase unification of the total workforce? |
| (8) Do you think sharing duties with a military deputy or branch head would encourage cognitive diversity? (Blending new ideas with the long-term agency experience) |
| (9) Would rotating as branch head and deputy branch head every three years refresh the command of that section? |

Chart 3: GG-14 averaged responses

QUESTIONS ASKED: GG-13

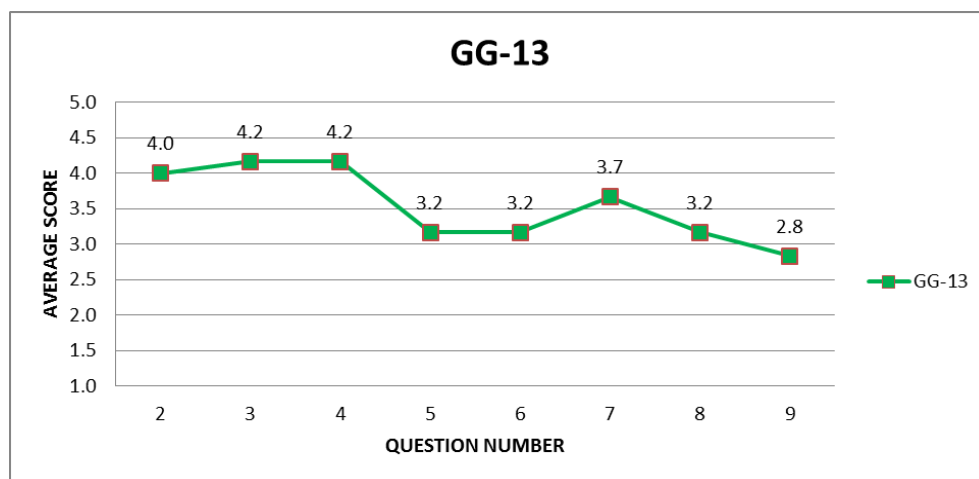| |
|---|
| (1) Do you have military personnel in you branch/division? |
| If not, would military representation in branch/division enhance your mission? |
| (2) Would you be willing to share responsibilities with a military deputy branch head? |
| (3) After completion of the military deputy's tour, would you be willing to switch to serve as a civilian deputy branch head, under military branch head for the duration of his/her tour? |
| (4) Would you be comfortable sharing branch head duties with a military deputy? |
| (5) Would sharing branch head duties make your workload more bearable? |
| (6) Do you think sharing branch head duties with a military member would improve (or create) continuity between civ. And military personnel? |
| (7) Do you think sharing duties with a military deputy or branch head would increase unification of the total workforce? |
| (8) Do you think sharing duties with a military deputy or branch head would encourage cognitive diversity? (Blending new ideas with the long-term agency experience) |
| (9) Would rotating as branch head and deputy branch head every three years refresh the command of that section? |

Chart 4: GG-13 averaged responses

(1) Do you have military personnel in you branch/division?	
If not, would military representation in branch/division enhance your mission?	
(2) Would you be willing to share responsibilities with a military deputy branch head?	
(3) After completion of the military deputy's tour, would you be willing to switch to serve as a civilian deputy branch head, under military branch head for the duration of his/her tour?	
(4) Would you be comfortable sharing branch head duties with a military deputy?	
(5) Would sharing branch head duties make your workload more bearable?	
(6) Do you think sharing branch head duties with a military member would improve (or create) continuity between civ. And military personnel?	
(7) Do you think sharing duties with a military deputy or branch head would increase unification of the total workforce?	
(8) Do you think sharing duties with a military deputy or branch head would encourage cognitive diversity? (Blending new ideas with the long-term agency experience)	
(9) Would rotating as branch head and deputy branch head every three years refresh the command of that section?	

Rank/Grade	Question 1	Question 1A	Question 2	Question 3	Question 4	Question 5	Question 6	Question 7	Question 8	Question 9
13	Y	N/A	3	3	4	2	2	3	1	3
13	Y	N/A	5	5	5	5	5	5	5	3
13	Y	N/A	5	5	5	5	5	5	5	2
13	N	Y	3	2	3	1	1	1	2	1
13	N	Y	5	5	5	5	5	5	4	5
13	N	N	3	5	3	1	1	3	2	3
14	Y	N/A	5	3	5	5	3	3	5	3
14	Y	N/A	5	3	5	5	5	3	3	1
14	Y	N/A	5	5	5	5	5	3	5	3
14	Y	N/A	5	3	5	3	5	5	5	3
14	Y	Y	4	1	2	4	3	2	4	1
14	Y	Y	5	5	5	3	5	5	2	1
14	N	Y	3	3	5	4	5	4	4	2
14	N	Y	5	5	5	5	5	5	5	5
14	N	Y	4	1	3	2	5	3	1	2
14	N	N	5	5	5	5	3	3	5	1
15	Y	N/A	3	1	2	1	4	4	3	2
15	N	N	5	1	5	3	4	3	5	2
		OVERALL AVG:	4.3	3.4	4.3	3.6	3.9	3.6	3.7	2.4

Chart 5: Overall chart showing all civilian responses

QUESTIONS ASKED TO THOSE WHO HAVE MILITARY IN THEIR BRANCHES AND THOSE THAT DO NOT

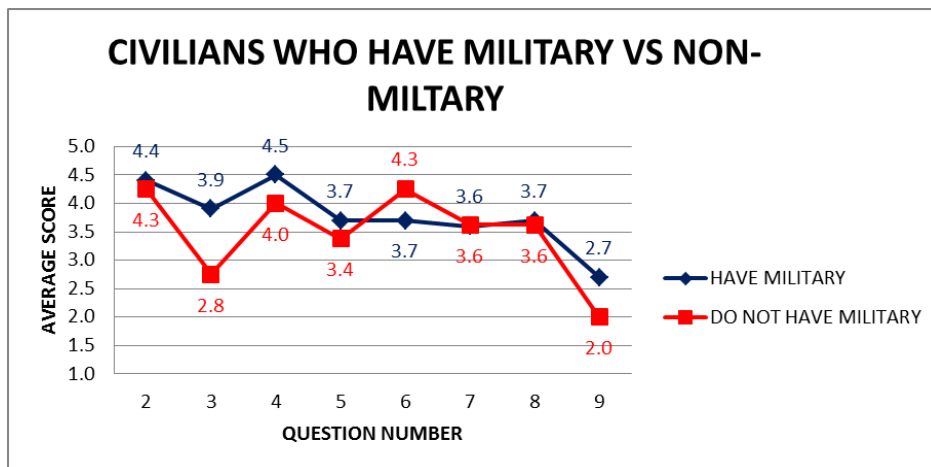| |
|---|
| (2) Would you be willing to share responsibilities with a military deputy branch head? |
| (3) After completion of the military deputy's tour, would you be willing to switch to serve as a civilian deputy branch head, under military branch head for the duration of his/her tour? |
| (4) Would you be comfortable sharing branch head duties with a military deputy? |
| (5) Would sharing branch head duties make your workload more bearable? |
| (6) Do you think sharing branch head duties with a military member would improve (or create) continuity between civ. And military personnel? |
| (7) Do you think sharing duties with a military deputy or branch head would increase unification of the total workforce? |
| (8) Do you think sharing duties with a military deputy or branch head would encourage cognitive diversity? (Blending new ideas with the long-term agency experience) |
| (9) Would rotating as branch head and deputy branch head every three years refresh the command of that section? |

Chart 6: Chart showing responses from those who have military in their branch and those that do not

QUESTIONS ASKED TO MILITARY PERSONEL

(1) Would you be willing to share responsibilities with a civilian branch head?
(2) Would you be willing to share responsibilities with a civilian deputy branch head?
(3) Would sharing branch head duties make your workload more bearable?
(4) Do you think sharing branch head duties with a military member would improve (or create) continuity between civ. And military personnel?
(5) Do you think sharing duties with a military deputy or branch head would increase unification of the total workforce?
(6) Do you think sharing duties with a military deputy or branch head would encourage cognitive diversity? (Blending new ideas with the long-term agency experience)

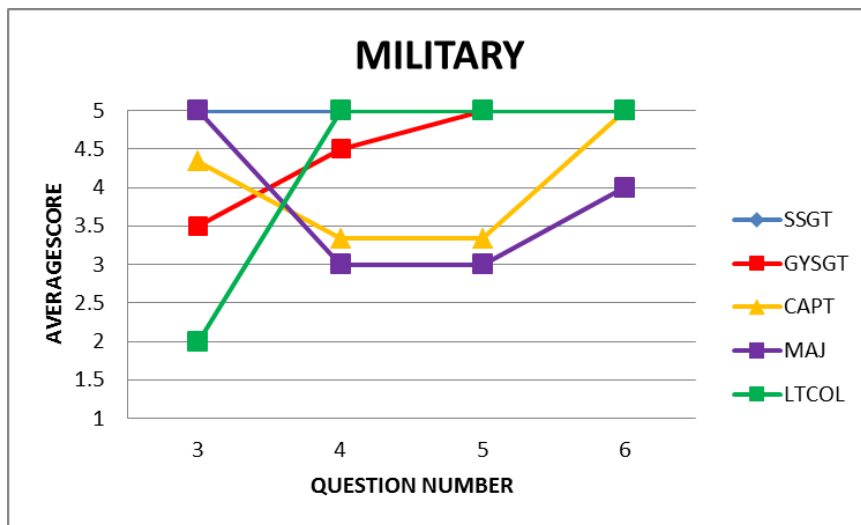| Rank/Grade	Question 1	Question 2	Question 3	Question 4	Question 5	Question 6
CAPT	Y	Y	5	5	5	5
CAPT	Y	Y	5	3	3	5
CAPT	Y	N	3	2	2	5
GYSGT	Y	Y	2	4	5	5
GYSGT	Y	Y	5	5	5	5
LT COL	Y	Y	2	5	5	5
MAJ	Y	Y	5	3	3	4
SSGT	Y	Y	5	5	5	5
		AVG SCORE	4.0	4.0	4.1	4.9

Chart 7 Chart showing responses from military personnel

(Appendix B) Open-ended Survey Question, Example Responses

--Continuity is impossible with a rotating military element. However, having a co-lead setup is not out of the question, but would require exhaustive regulations and considerations.

-Perhaps instead of forcing military personnel into branch head positions, establish others in the command that require decision-making skills. (Deputy OpsO, Deputy PacO, Deputy HUMINT, etc...)

--Changing leadership too frequently is pretty disruptive. But I think some civilian personalities would not be attractive to sharing with military. But it's good to change it up...need a balance. Can't have stagnation. However, I don't think it's fair placing a young Captain as branch head...they just don't have the experience. Pairing a junior officer with a branch head (either as deputy or head) would add work for the civilian branch head because the Captain would need a lot of mentoring.

-- I'm always curious how military and civilians view each other. Military ranks don't mean anything to me...I treat each person the same, no preferential treatment. It would be ideal for military and civilians to find out how each one operates, get an understanding of what it's like. We just need to work together.

--What it comes down to is what the roles and responsibilities of the branch head? There are things the branch heads are doing outside of that scope. As an agency we don't say "no" enough...we get in situations that over burden our people. Military bring what they've learned in the fleet, but they may or may not bring fresh ideas. You can teach anyone what's going on in the fleet, so it's not necessary to have a military person at each of these levels. The problem is organizational...a Captain here isn't as big a deal as in the fleet, they learn more in the fleet. The needs of USMC and MCIA are two different things...serving two or three different masters.

--More cohesive thought in establishing training requirements for mil and civ, e.g. Suicide Awareness training only for Marines and not civilians creates a we/they mentality.

--JDAs should be considered for Military Deputies to get the opportunity to be a branch head. At MCIA, military officers lack imagination; they want to be told what to do; they're concerned about officer education.

--Marines should have introductory training (up front) explaining the civilian work environment, interaction with the IC, and the same should go for civilians explaining the Marine culture.

--Through e-mail, the command communicates with segregation. There are 2 command structures, and we need a unity of command.

--There is a difference in the pace of production between the fleet and MCIA. We should educate the military workforce better to the procedures of MCIA, at MCIA there is more time to do production than in the fleet –R2P2 vs. 1 to 2 months to do a product. We should also flip-flop to educate the civilians to the Marine way.

--The personnel section should cover the military and civilian workforce combined.

--There are some areas MCIA does, like GEOINT, where the USMC does not have a school that trains officers about it. It would be better to have no deputy.

--Longer USMC tours at MCIA (36 months) would help continuity.

-- There needs to be military input into all sections. In the strategic mission continuity and corporate knowledge matter the most (civilian leadership), but in a more tactical role the current status and feel of the Marine Corps comes from military members, and you do really need both. I would rather see the military as branch head and the civilian as the deputy, because it's better for the top to change more on a rotation, with the continuity and expertise coming from the deputy. It would be best for continuity's sake to leave the military member as the branch head for the full tour, but again the law of unintended consequences,

keeping a military member in one billet for his entire term at MCIA is detrimental and does not give them the diversity of experience that they should leave MCIA with. Maybe that diversity of experience for the military is better, and continuity should not be the driving force.

--Waffling between jobs as a civilian is not beneficial; keep it one way or another (Branch Head or Deputy). Military Officers should be rotated every 18 months so they increase their experience. We should continue to promote what we are doing now, offer opportunities for civilians to attend military training like command and staff school, and for military to attend civilian training like Ka-Bar.

-- I like the CIHSC set up. Branch heads come right out of the fleet, and are current with the operational environment. As I see it, every day here make your operational experience one day older, one day more out of touch. By bringing in military members, it keeps the input current and focused, and we are able to tailor our support to what Marines in the fleet need. New military members provide a continuous input of new ideas from the fleet. Military Branch heads provide a solid, military chain of command, with clear direction to make decisions. Military branch heads infuse operational current experience and relevance, while civilian deputies keep doctrine and regulations at the forefront and increase efficiency of getting things accomplished. If the roles were reversed, the potential for change or progress is slow or stymied. Military members also know the mindset of the S2/G2, and know what Marine leadership is looking for. If MCIA were more "monolithic" and focused on steady state production rather than support to expeditionary forces, civilian leadership would have more benefits, but our nature makes current relevant experience better in answering ad hoc requirements.

--Continuity is natural on the civilian side, and incoming branch heads must be thoroughly spun up on all initiatives and what their status is as they are coming in. In either capacity, military deputies or branch heads would need to be fully spun up before assuming their position. A strong turnover is the key. Ex: A Capt was the first branch head for one section, and the next branch head worked in the

section for 3-4 months within the section, gaining SA on all ongoing projects before becoming the branch head himself. His replacement did not have a 3-4 month lead in and came into the position cold, with a minimal turnover, and it took time to get him brought up to speed

---

[1] Interview with Susan Rhinehart, Training Specialist for INSCOM.

[2] Interview with Sandy Swynenberg, Director of Human Capital at MCIA.

[3] Figure 3.0, Diane Hudson Burns, "Understanding How Military and Civilian Cultures Differ", job-hunt.org.

[4] MCDP 1 Warfighting, pp. 87-90.

[5] Figure 4.0, Marshall Goldsmith, "Sharing Leadership to Maximize Talent", Harvard Business Review, May 26, 2010.

[6] Oliver Wyman, "Designing Effective Co-Leadership," Delta Organization & Leadership, p. 1.

[7] Figure 5.0, Oliver Wyman, "Designing Effective Co-Leadership," Delta Organization & Leadership, p. 1.

[8] Interview with LtCol Patrick E. Simon, Military Faculty Advisor, Marine Corps Command and Staff College, 2 November 2011.

[9] Interview with Michael Decker, Assistant to the Secretary of Defense for Intelligence Oversight, 01 November 2011.

[10] Rand Organizational Design Assessment of USMC Intelligence, 2011.