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Leadership Diversity in the 49th Military Police Brigade

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Leadership Diversity

in the

49th Military Police Brigade

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EMPA 396 Graduate Research Project

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ABSTRACT

The retention and promotion of underrepresented minorities in the California National Guard (CNG) remains a challenge. A study of this problem may benefit commanders at all levels by introducing methods to retain experienced soldiers representative of the population in California. This research project refers to academic studies dealing with diversity and retention throughout the military as well as professional organizations writ large. To better understand the problem within the scope of available time a single major command within the CNG is studied: the 49th Military Police (MP) Brigade. A data collection plan that includes interviews with subject matter experts in the area of diversity and retention as well as survey data completed by target groups are analyzed. This study will inform organizational leaders on the efficacy of adopting leadership programs and incentives to retain, promote and assign underrepresented minorities not only in the 49th MP Brigade but the entire California National Guard.

CHAPTER 1
Introduction

Background of the Problem: The date was April 29th, 1992. I was at home watching television. I

had just returned from a nine (9) month deployment in support of Operation Desert Storm where,

as a second lieutenant, I led a platoon of thirty-four (34) military police soldiers through the sands

of Saudi Arabia, Iraq, and Kuwait. The coverage of the television show I was watching was

interrupted by news that the three Los Angeles police officers charged in the beating of Rodney

King had been acquitted.

The anger and dismay emanating from this shocking news would be the source of the Los

Angeles riots that engulfed the city for three days. Although I had just returned from deployment

I was called up for the National Guard's, and specifically the 49th Military Police (MP) Brigade's,

response to the riots. In a blur I reported to the armory, was transported along with my platoon to

the Oakland Army airbase and flew down to Los Angeles where my platoon was quickly deployed

on the streets.

Looking back, and after serving 42 total months in combat, I can unequivocally state this

was the most complex mission in my 34 year military career. The complexity of the mission was

exacerbated by the lack of diversity within the senior ranks of our organization. Almost every

leader at every echelon was a white male. This made it extraordinarily difficult to relate or connect

with the very population we were ordered to protect. That moment has stuck with me ever since.

Our military organization did not reflect the diversity of the state and that challenge exists today

within the 49th MP Brigade.

The ethnic and racial diversity of California's 40 million population is unlike any other

state in the union. New migrants are a main driver of population growth. According to the Public

Policy Institute of California (Johnson, 2021), the leading countries of origin for California immigrants are Mexico (3.9 million), China and Taiwan (974,000), the Philippines (859,000), Vietnam (539,000), India (513,000), El Salvador (454,000), Korea (317,000), Guatemala (309,000), and Iran (214,000). Figure 1.1 below excerpts race and ethnicity data from the same PPIC fact sheet reporting.

Figure 1.1: California's Races/Ethnicities and 49th MP Brigade Leaders

	California	Junior Ranks	SENIOR RANKS	
			NCOs	Officers
White	36%	38%	58%	73%
Latino	39%	36%	24%	13%
Asian or Pacific Islander	15%	11%	10%	10%
African American	6%	10%	5%	3%
Native/Alaskan American	1%	1%	1%	0%
Multiracial or other	3%	4%	2%	1%

The 49th MP Brigade was organized in 1974. Over the years, the ethnic and racial diversity has not changed. Figure 1.1, specifically in yellow, shows where it currently stands. The more junior ranks within the brigade are an exact representation of California's diverse population, seen in column two. But this diversity is lost the higher one looks at the organization. Note the yellow section of Figure 1.1. Note the disproportionate number of white personnel compared to California. Also note the officer ranks.

Reinforcing this state of affairs is the fact that out of the eighteen (18) brigade commanders (the most senior position within the organization) that have served fifteen (15) of those senior leaders were white males. In fact, out of the forty-two (42) current senior leadership positions within the brigade, 80% of those are filled by white males (Decelle, 2020). Conversely this

disparity indicates a dynamic that occurs from the platoon, company through battalion echelons wherein diversity is greatly reduced the higher you proceed up the chain. Something is clearly happening from the junior to senior levels within the 49th Military Police Brigade and this forms the context and basis of this research effort.

Statement of the Problem: The problem this study will address is how to design and implement interventions that compel targeted groups (underrepresented minorities) to remain serving in the 49th MP Brigade. This requires the development of assumptions that include specific interventions that lead to an increase in diversity and reenlistment within the senior ranks of the 49th MP Brigade.

Purpose of the Study: This research paper intends to gather opinions and suggestions from target groups and subject matter experts that will lead to an improvement in diversity within the senior ranks of the 49th MP Brigade. Contents and delivery of currently leadership programs for NCOs and executive officers will be examined as well as financial and non-financial reenlistment incentives to determine what will increase the number of underrepresented minorities.

Significance of the Study: Diversity in leadership positions remains elusive for most organizations (Lloyd, 2017). Too often an organization recognizes a lack of diversity among leadership positions and makes an impulsive decision to select a person that lacks the necessary experience for that position. This knee-jerk response is unfair to the person selected as well as those individuals more qualified for the job. An evidence-backed (2020) report revealed that the US Army shows diversity in its ranks but few promotions to the top. This proposed capstone project may offer a way for the US Army, and specifically the 49th

MP Brigade, to improve the development of underrepresented minorities in preparation for increasing responsibilities. This outcome creates an organization that better represents the

population it intends to protect, particularly among the crucial leadership positions that take on the "face" of the mission.

Research Question or Hypotheses: the main research question of this paper is: can the institution of leadership development programs and incentives for targeted officers and non-commissioned officers (NCO) lead to reenlistment and diversity among senior ranks of the 49th MP Brigade? This research paper attempts to answer the following sub-questions: what type of leadership development program would be most effective? Who should be the recipient (s) of this program? Have other sections, agencies or organizations instituted leadership development programs geared towards underrepresented minorities and have they been effective? What type of incentives would have the most impact on underrepresented minorities continuing their service? Will this alone cause them to seek positions of increasing responsibility? Is the United States (U.S.) Army, the National Guard and the California National Guard resourced to create incentives at the scale required to affect a positive outcome?

Theory of Change and Assumptions: The theory of change for this research project is: If a leadership program for developing officers from underrepresented minorities in ranks O2-O5 is instituted and if a leadership program for developing Non-Commissioned Officers (NCOs) from underrepresented minorities in ranks E5-E8 is instituted and if reenlistment incentives for NCOs from the ranks E6-E8 are offered then reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be increased. As such, the following three assumptions are made:

Assumption 1: If a <u>leadership program</u> for developing officers from underrepresented minorities in ranks O2-O5 is instituted then reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be increased.

Assumption 2: If a <u>leadership program</u> for developing Non-Commissioned Officers (NCOs) from underrepresented minorities in ranks E5-E8 is instituted then reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be increased.

Assumption 3: If <u>reenlistment incentives</u> for NCOs from the ranks E5-E8 are offered then reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be increased.

Limitations: This study limits its review to one major command in the California National Guard, the 49th MP Brigade, making up 15% of the entire organization. There are 3,876 soldiers assigned to the 49th MP Brigade. Based on time and capacity constraints not all members of the target group can complete the survey and/or be interviewed. Also retention data and demographic data only goes back for three (3) years which may limit the ability to make conclusions and develop trend lines. Although I have not embarked on my direct engagements I am anticipating some people may shy away from talking about diversity and underrepresented minorities, particularly with someone of my senior rank. The military has a cloistered and protective culture that may prohibit people from expressing their opinions. To mitigate this effect the assurance of confidentiality is paramount.

Definition of Terms: the military is notorious for its use of acronyms. As such any phrase germane to the military will be spelled out when it is initially introduced with the acronym in parentheses. Also, it is important to understand the construct of the National Guard

as it relates to the United States Army. The U.S. Army is comprised of 1,100,000 soldiers assigned to three (3) separate components: Active (480,000), National Guard (336,000), and the Reserves (283,000) (Cancian, 2019). Each state has a National Guard with the Governor acting as commander-in-chief. The governor appoints an Adjutant General to lead the National Guard. The National Guard consists of the Army National Guard and the Air National Guard. There is a Chief of the National Guard Bureau (NGB) headquartered in Washington DC, but they lack operational control of each state's National Guard forces. However, they do make policy and direct resources, for example recruiting and retention incentives and training policy.

Expected Impact of the Research: the impact of this research is a better understanding of how to create diversity in the senior ranks of the 49th MP Brigade and potentially all military units. There is a plethora of material and publications on the topic of diversity, but there is a distinct lack of solutions on how to operationalize diversity into the senior ranks. Leaders struggle with this topic because of the political sensitivity associated with diversity. Understanding how to develop underrepresented minorities in the officer and NCO ranks could provide a roadmap for leaders. There is an economic impact as well. The cost of graduating one officer from the United States Military Academy (USMA) at West Point is $340,000 (Olick, 2002). The cost of recruiting, training and assigning a soldier is estimated to cost $75,000 (Olick, 2002).

CHAPTER 2
Literature Review

There are two (2) themes within my assumptions that guide this literature review. Theme 1 is leadership programs to develop underrepresented officers and NCOs for retention and diversity (shortened to 'Diversity Based Leadership Programs'). Theme 2 is incentives to retain underrepresented officers and NCOs (shortened to 'Incentives'). A subset of questions were posed during the development of this research and these questions will guide the literature review as well. Those questions include: what type of leadership development program would be most effective? Who should be the recipient (s) of this program? Have other sections, agencies or organizations instituted leadership development programs geared towards underrepresented minorities and have they been effective? What type of incentives would have the most impact on underrepresented minorities continuing their service? Will this alone cause them to seek positions of increasing responsibility? Is the United States (U.S.) Army, the National Guard and the California National Guard resourced to create incentives at the scale required to affect a positive outcome? Intentional exclusions include analyzing underrepresented minorities that are not African-American, Hispanic, Asian or female.

THEME 1: DIVERSITY BASED LEADERSHIP PROGRAMS

An understanding of how the 49th MP Brigade is organized and fits into the defense apparatus is relevant to the reader's understanding of this study. Developing a baseline of data by which to analyze diversity in the 49th MP Brigade is also important to provide context. This information and data will be drawn from the 49th MP Brigade Personnel Data System and the

49th MP Brigade Command Brief as well as relevant data maintained by the command. The current brigade commander provided her full cooperation to assist in the completion of this study.

The 2019 report Mentoring Leaders Across Race and Gender Lines: Insight from US Army Officers published in the Global Business & Organizational Excellence journal explores the importance of mentoring to career development. The study highlights that practice does not always follow theory, often to the exclusion of minorities and women (Randolph, 2019). The concept of operationalizing mentorship programs is also analyzed.

The book Managing Diversity in the Military: Research Perspectives from the Defense Equal Opportunity Management Institute by Mickey Dansby (2012) provides an introduction to diversity management and equal opportunity research in the U.S. military. Although the author makes clear they are not supportive of one approach over another, there is clear and unwavering support for diversity management within the U.S. military. The author offers their judgment that the effectiveness of diversity programs is contingent on leadership commitment that embodies the value of diversity (Dansby, 2012).

Lt. Col Octavia Scott's article Commit 'Intentional Acts of Inclusion' to combat racism is an extremely relevant article published in the June 2021 issue of Army magazine. Scott asserts that the underrepresentation of minority females at the senior levels of the military intelligence branch starts at the junior platoon leader level. This underrepresentation in key developmental assignments is undoubtedly the stage setter for either underrepresentation or exclusion in company, field grade and key developmental assignments. More importantly it also deprives these soldiers of early opportunities to dispel gender and racial stereotypes as well as the space to

learn how to build teams and foster relationships (Scott, 2021). The solution is to include soldiers from all ethnicities in developmental programs that educate them on key developmental assignment requirements and opportunities.

A comprehensive Marine Corps Command & Staff College report was published in 2008 entitled Racial Diversity within the Marine Corps. This report emphasizes that diversity fosters multiple points of view with which to solve problems and decrease groupthink. Organizations that foster diversity also tend to have better teamwork, mission accomplishment, and increased recruitment (Alexander, 2008). This study seeks to determine if the Marines are a diverse organization, when comparing the organization to the population of the country. This study looks at some potential reasons as to why a lack of diversity in senior ranks occurs. Finally, the study briefly examines some of the other services to determine if this is a Marine centric problem, or does the issue cut across all of the Department of Defense.

In 2015 the Adjutant General of California appointed a senior panel to develop a roadmap for officers and NCOs who desire increased responsibility. The California Military Department Strategic Leader Plan was published in order to design pathways for California National Guard leaders towards senior level assignments (Baldwin, 2016). Officers and NCOs who desire to become strategic leaders need to complete key developmental assignments to advance in their career fields and additional assignments to develop their strategic perspective. There are many ways to become a strategic leader and personnel from every segment of the department can become a strategic leader. This source details those paths.

The report Diversity in the 21st Century Army published out of the U.S. Army Strategic Studies Institute looks at attitudes of individual leaders, primarily those at the lower echelons

who deal directly with soldiers. But it is also necessary for the leaders of large organizations to recognize that they too have a vital role to play (Jones, 1999). The study offers that if a high-level commander of an ethnically diverse organization is indifferent to the special problems posed by diversity, it is certain this indifference will soon permeate all the way down to the most junior leaders. The study offers a broad menu, by no means exhaustive, of measures that senior commanders, acting either directly or through organizational programs, can select to fashion an enlightened command approach to diversity.

Civilian organizations have weighed in on the issue of diversity. The Harvard Business Review published the 2020 article Reinventing the Leader Selection Process.   This article acknowledges the criticality of who the Army selects as its next battalion commanders. Battalion command is the "gateway" to senior positions of responsibility (Spain, 2020).   A revamped selection process is explored along with its impacts on underrepresented minorities.

The Joint Center for Political and Economic Studies in Washington DC published the report Strategic Options for Managing Diversity in the US Army in 2006. This report examines underrepresentation of black officers at the field grade level and senior ranks of the Army in particular because these two areas show a marked drop-off in racial diversity (Reyes, 2006). It is offered that if this problem can be solved then diversity within the NCO ranks may be achieved.

Implicit bias is real and it impacts the selection of future leaders. How the military selects leaders to fill senior ranking responsibilities is vital to achieving diversity. In 2021 the Army Magazine published the article Address Implicit Racial Bias Found in Officer Promotions. In the article the Secretary of the Army's direction to remove photographs from selection boards

to address disparity of underrepresented minorities relative to their white counterparts is

highlighted. The author emphasizes the need to acknowledge implicit bias in order to limit the

role it plays in selecting future leaders (McClellan, 2021).

A September 1, 2020 USA Today article entitled 'Where are the black officers? U.S. Army

shows diversity in its ranks but few promotions to the top' addresses this exact topic. "The public

that we serve should see a reflection of that public in our ranks. From top to bottom and left to

right" states Brigadier General Milford Beagle, a black officer that commands Fort Jackson in

South Carolina. The article features the Army's new initiative to diversify its senior ranks through

recruitment, mentoring and retaining minority soldiers.

THEME 2:   MONETARY AND NON-MONETARY INCENTIVES

The report titled Military Retention Incentives: Evidence from the Air Force Selective

Reenlistment Bonus deals with the limited lateral entry and rigid pay structure for U.S. military

personnel which present challenges in retaining skilled individuals who have attractive options in

the civilian labor market (Joffrion, 2015). One tool the services use to address this challenge is the

Selective Reenlistment Bonus (SRB), which offers eligible personnel with particular skills a

substantial cash bonus upon reenlistment. However, the sequential nature of the bonus offer and

reenlistment process limits the ability to adjust manpower quickly, raising interest in research that

estimates the effect of the SRB on retention (Joffrion, 2015). While this literature has

acknowledged challenges including bonus levels, attrition, and reenlistment eligibility, many

studies do not address these concerns adequately. This paper uses a comprehensive panel data set

on Air Force enlisted personnel to estimate the effect of the SRB on retention rates. This can inform

the reader on the effectiveness of bonus incentives to retain people in the military.

The RAND report titled Tuition Assistance Usage and First-Term Military Retention looks

at the tuition assistance (TA) incentive (Buddin, 2002). Tuition assistance is a military-sponsored

program that reimburses military members for the cost of college classes. The program is part of

a series of quality-of-life efforts designed to make military service more attractive to youth and

encourage them to remain in the military. This report examines tuition assistance and retention

behavior for first-term members of the Navy and Marine Corps (similar data were not available

for other military services). The analysis examines what types of sailors and marines use TA and

examines whether TA users are more prone to reenlist than are military members who take no

college classes during the first term.

The RAND Corporation published the study Cash Incentives and Military Enlistment,

Attrition, and Reenlistment (Asch, 2010). This monograph provides an empirical analysis of the

enlistment, attrition, and reenlistment effects of bonuses. The Army has greatly increased its use

of reenlistment bonuses since FY 2004, and this report begins by providing an in-depth history of

the many changes in its reenlistment bonus program during this decade (Asch, 2021). This is

followed with two independent analyses of the effect of bonuses on Army reenlistment. An

estimate is provided of an enlistment model for the Navy. The estimated models are used to address

questions about the cost-effectiveness of bonuses and their effects in offsetting other factors that

might adversely affect recruiting and retention, such as changes in the civilian economy and

frequent deployments. The report should be of interest to policymakers concerned with the

application of incentives to enhance military recruiting and retention.

LTC Kevin Beerman wrote his United States Army War College research project on Increasing Army Retention through Incentives. As the U.S. Military continued to use an all-volunteer force to recruit soldiers into the Army, it faced challenges in recruiting and retaining quality enlisted soldiers (Beerman, 2006). The departures of experienced NCOs have a detrimental impact on the military's ability to provide for the nation's security. Increasing operational tempo and extended deployments hinder retention of quality midgrade NCOs. This study examines current retention issues and the Army Incentive Model. The study highlights the importance of meeting the needs of the Millennial Generation. This cohort of young people looks for benefits tailored to meet their wants and needs almost immediately—or—they will leave. Given the Army's need for retention, this study advocates that in addition to the retention benefits found in the Army's Incentive Model, personnel planners should also create a Career Professional NCO corps oriented toward retaining the best and brightest of this cohort--something the Army desperately needs if it is to meets its increased mission demands.

Conclusion: Academic and scholarly works related to leadership and development programs and their impact on diversity are more pervasive than studies on incentives and their impact on underrepresented minorities. Based on the amount of available it is clear organizations, both civilian and military, struggle with achieving diversity particularly within leadership positions. There exists a commonality with studies analyzing the efficacy of incentives: incentives work. The challenge seems to be understanding what incentives work with what kind of soldier. Incentives are expensive and a sub-question must be addressed: is the monetary cost of increased incentives worth the monetary cost of retaining a soldier?

CHAPTER 3
Research Methods

This research study determined if leadership programs and incentives can directly impact the retention and promotion of underrepresented minorities in the 49th MP Brigade. To make this determination I employed an experimental research design model to establish a relationship between the cause and effect. In this case I observed the impact of my three independent variables on my dependent variable, underrepresented minorities staying in and seeking positions of increasing responsibility.

Research question and sub-questions: the main research question of this paper is: can the institution of leadership development programs and incentives for targeted officers and non-commissioned officers (NCO) lead to reenlistment and diversity among senior ranks of the 49th MP Brigade? The research paper attempts to answer what type of leadership development program would be most effective? Who should be the recipient (s) of this program? Have other sections, agencies or organizations instituted leadership development programs geared towards underrepresented minorities and have they been effective? What type of incentives would have the most impact on underrepresented minorities continuing their service? Will this alone cause them to seek positions of increasing responsibility? Are the United States (U.S.) Army, the National Guard and the California National Guard resourced to create incentives at the scale required to affect a positive outcome?

Theory of Change and Assumptions: The theory of change for this research project is: If a leadership program for developing officers from underrepresented minorities in ranks O2-O5 is instituted and if a leadership program for developing Non-Commissioned Officers (NCOs) from underrepresented minorities in ranks E5-E8 is instituted and if reenlistment incentives for NCOs

from the ranks E6-E8 are offered then reenlistment and diversity among senior ranks of the 49th

Military Police Brigade will be increased. As such, the following three assumptions are made:

Assumption 1: If a leadership program for developing officers from underrepresented

minorities in ranks O2-O5 is instituted then reenlistment and diversity among senior ranks of the

49th Military Police Brigade will be increased.

Assumption 2: If a leadership program for developing Non-Commissioned Officers

(NCOs) from underrepresented minorities in ranks E5-E8 is instituted then reenlistment and

diversity among senior ranks of the 49th Military Police Brigade will be increased.

Assumption 3: If reenlistment incentives for NCOs from the ranks E5-E8 are offered then

reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be

increased.

Operational Definitions: to assist the reader in understanding key terms and data the

following operational definitions have been employed:

The 49th Military Police Brigade: this organization consists of 2,150 men and women

assigned to 23 separate units throughout California. This includes one (1) brigade headquarters,

three (3) battalion headquarters, and seventeen (17) separate companies.

Senior Ranks/Positions: defined by the following positions: First Sergeant (E8),

Command Sergeant Major (E9), Company Commander (O3), Battalion Commander (O5), Brigade

Commander (O6), Brigade Executive Officer (O5), Brigade Operations Officer (O5). There are a

total of 41 senior ranks/positions (out of 2,800) in the 49th MP Brigade. Although not a senior

rank, O2 (First Lieutenant) is when any leadership program that involves mentorship and coaching

should be initiated. Decisions are made that early. This same dynamic applies to the E5 (Sergeant) within the NCO track.

Underrepresented Minorities: this term is defined as African Americans, Hispanics, Asian and Females occupying at least half (21 out of 42, or 50%) of the senior ranks/positions in the 49th MP Brigade. The current figure (baseline) is 26% (74% White, 26% Non-White). The term underrepresented is measured and compared with an equal proportion and reflection of the State of California writ large: 40% Hispanic, 36% White, 14% Asian, and 6% African American. The state is evenly split on gender.

Officer leadership program: to achieve higher rank and more responsibility there is a traditional officer career track in the United States Army (platoon leader, battalion or brigade staff officer, company command, battalion operations officer or executive officer, battalion command). Often this track is not known or misunderstood. It's essential that an officer understand this track as a Lieutenant, when they can understand what decisions are required for the future. A leadership program would employ active mentorship that outlines a detailed roadmap of educational opportunities and key assignments that lead to senior responsibility. Officer's focus is on operational and strategic leadership competence. This program covers positions and educational opportunities from platoon and company through battalion to brigade.

NCO leadership program: to achieve higher rank and more responsibility there is a traditional NCO career track in the United States Army (team leader, squad leader, platoon sergeant, first sergeant, sergeant major). Often this track is not known or misunderstood. Often this track is not known or misunderstood. It's essential that an NCO understand this track as a Sergeant, when they can understand what decisions are required for the future. A leadership program would employ active mentorship that outlines a detailed roadmap of educational

opportunities and key assignments that lead to senior responsibility. NCOs focus is on tactical and technical competence. This program covers positions and educational opportunities from platoon and company through battalion to brigade.

Reenlistment Incentives: reenlistment only applies to the enlisted ranks which include NCOs. Current reenlistment rate for ranks E5/E6 is 68%; for underrepresented minorities it is 48%. To achieve diversity in the senior ranks the retention rate will need to be increased to 80% of underrepresented minorities. Incentives will include monetary and non-monetary options. Monetary options are defined as a signing bonus from $10,000-$20,000, student loan repayment, or voluntary education programs (Tuition and housing). Non-monetary incentives include accelerated promotion, or key assignments.

Target Groups: In terms of leadership programs my target groups are E1 thru E9 (Private First Class through Sergeant Major) otherwise referred to as Non-Commissioned Officers (NCOs) and O1 through O5 (First Lieutenant through Lieutenant Colonel) otherwise referred to as Officers. These groups are the recipients of first-stage leadership programs and their views on such programs are vital in testing my assumptions.

Qualitative Data Collection Instrument. Subject matter experts provided qualitative data in the area of career counseling. An interview guide was employed to gather opinions about the impact of incentives as well as their perspective about keeping underrepresented minorities in the service. I measured the probability of interventions affecting the likelihood of increased reenlistment through interviews with subject matter experts with the California Army National Guard and the 49th MP Brigade. These included the Recruiting and Retention Battalion Senior Enlisted Leader, the Senior State Career Counselor and the Career Counselor for the 49th Military

Police Brigade. These are technical experts charged with managing retention within the force. This includes experience with incentive programs.

These subject matter experts provided largely qualitative data that was categorized into the following labels: Career Counseling, Enticements, and Seeking More Information. From that coding I drew conclusions about whether leadership programs and incentives or some other intervention will result in the retention and promotion of underrepresented minorities in the 49th MP Brigade.

Quantitative Data Collection Instrument. In addition to the qualitative date collected through subject matter interviews a survey was deployed to target groups within the 49th MP Brigade using Survey Planet.   Approval had to be sought from the Deputy Adjutant General (a 2 star Major General) to use the official military network for transmission of the survey. Although approval was obtained the bureaucratic machinations to get this approval were daunting.

The 49th MP Brigade consists of 2,150 soldiers distributed among 23 separate units. The survey was quantitative-based (using a Likert scale) and focused on the effects of leadership programs and incentives on their decision to continue their service. There was an open comments section related to their hope about the future and their opinion on the likelihood of achieving senior rank. These comments are coded into the following categories: the future, motivation, incentives, and retention.

The soldiers provided largely quantitative data that was analyzed to determine the efficacy of the intervention strategies. Every soldier receiving the survey is at some point on the spectrum of career decisions and as such their perspective is valuable.

Response to Quantitative Data Collection. I would be remiss if I did not express one concern and with it, a possible implication. There was a tepid response to the survey. There are

2,150 soldiers in the 49th MP Brigade. My research had the full support of the Commanding General of the California Army National Guard, the Deputy Adjutant General, the 49th MP Brigade Commander, and every Battalion Commander. In addition I am a senior officer who once commanded the 49th MP Brigade. I expected at least 200 survey responses.

Despite numerous follow ups from the entire chain of command 74 soldiers responded. "Survey fatigue" may be the culprit.   But I believe the apathy stems from a lack of confidence and belief, and even perhaps cynicism, that there are honest efforts to diversify the force, particularly at the senior levels. Per Figure 3.1 below, there is one final point on the response rate and it is derived from Question # 12: Given your desire to achieve senior rank within the organization what is your level of confidence the organization will give you that opportunity? More than 50% of the respondents answered 'medium' to 'very low'.   One could argue that the 74 respondents who took the time to complete the survey represent soldiers who are confident in the organization adapting and changing.

Figure 3.1 Question 12 Responses, Measuring Confidence
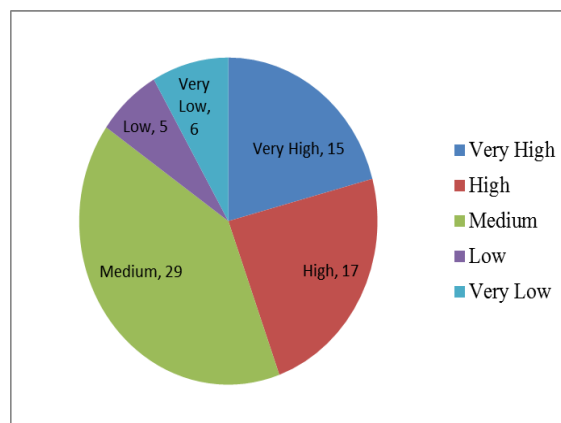
Despite the low response rate I am grateful for the soldiers who took the time to complete the survey. Findings and trends can be drawn from these responses. To assert the credibility of the data the following breakdown is provided:

Ethnicity. the following is the ethnic group numerical breakdown from the 74 respondents:

Figure 3.2 Ethnic Demographics

White / Caucasian	**35 (47%)**
Hispanic	**14 (19%)**
Asian / Pacific Islander	**10 (14%)**
African American	**2 (3%)**
Native American / Alaskan	**1 (1%)**
Multiracial / Other	**6 (8%)**
Prefer not to say	**6 (8%)**

For comparison purposes **Figure 1.1, California's Races/Ethnicities and 49th MP Brigade Leaders** is reiterated:

	California	Junior Ranks	SENIOR RANKS	
			NCOs	Officers
White	36%	38%	58%	73%
Latino	39%	36%	24%	13%
Asian or Pacific Islander	15%	11%	10%	10%
African American	6%	10%	5%	3%
Native/Alaskan American	1%	1%	1%	0%
Multiracial or other	3%	4%	2%	1%

Ethnic Demographic Reliability: the ethnic breakdown of the 74 respondents is a proportional reflection of the 49th MP Brigade's 2,150 soldier ethnic breakdown. In comparing the ethnic demographics of the respondents to Figure 1.1, California's Races/Ethnicities and 49th MP Brigade Leaders, there is a correlation in the proportion of responses from various ethnic

groups. Out of the 19 officer respondents 13 were white, representing 68% of the officers. This

percentage correlates with the entire 49th MP Brigade's 73% figure of white Officers. These

proportions add reliability to the data.

Gender. The gender breakdown of the 74 respondents is an exact proportion of the entire

49th MP Brigade organization:

Figure 3.3 Gender Demographics Comparison

Respondents By Gender
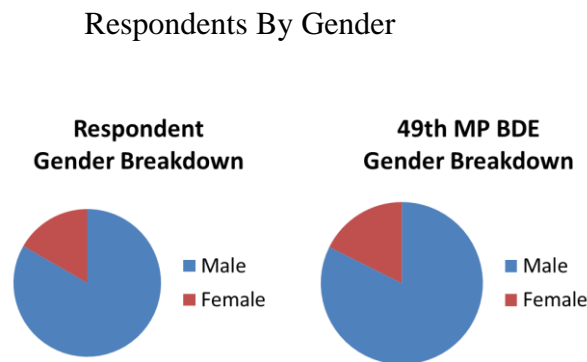
The Officers and Gender Identity. 2 of the 19 officer respondents were female. This is

consistent with the gender demographics of the entire 49th MP Brigade.

Generational Category. The following breakdown of the 74 respondent's generational

categories is provided in Figure 3.4:

Figure 3.4 Respondents by Generation Categories

Baby Boomer (1946-1964)	4 (5%)
Generation X (1965-1980)	11 (15%)
Millennial (1981-2000)	56 (76%)
Generation X (2000-2020)	3 (4%)

Length of Service. There is utility in comparing and contrasting soldier's length of service and their generational category. The following breakdown of the 74 respondent's length of service is provided:

Figure 3.5 Respondents by Length in Service

0-5 Years	25 (34%)
6-10 Years	12 (16%)
11-15 Years	13 (17.5%)
16-20 Years	11 (15%)
21 Years or More	13 (17.5%)

Length of Service and Generational Category Reliability: Those with 0-5 years made up 38% of those completing the survey. 95% of those soldiers are from the Millennial Generation. This may indicate a higher degree of trust from young people in terms of the organization listening to what they have to say about diversity.

Rank. The following breakdown of the 74 respondents rank is provided in Figure 3.6:

Figure 3.6 Respondents by Rank

E1-E3	6 (8%)
E4-E6	36 (49%)
E7-E9	12 (16%)
O1-O2	6 (8%)
O3	7 (9%)
O4	1 (1%)
O5	4 (5%)
No Answer	2 (3%)

Rank Data Reliability: Similar to the length in service and generational categories, the rank breakdown is a proportional reflection of the 49th MP Brigade's entire organization. Of course there are less senior Non-Commissioned Officers and Officers authorized in the 49th MP Brigade, so those numbers will naturally be smaller. However receiving almost 50% of the feedback from the junior members of the organization provides valuable insight into how they are thinking, which adds texture to the qualitative findings.

Internal and external validity of methodology: the main threat to internal validity is other factors impacting retention. For instance, I have identified four (4) incentives. There may be a different incentive that compels behavior. Another threat to internal validity is a lack of understanding when it comes to key operational definitions, such as 'leadership programs'. Because each service and component shares similar culture and organizational dynamics this study has external validity. In other words a study of diversity in the Marine Corps can inform the topic of diversity in the U.S. Army.

Limitations: the National Guard is comprised of 86% citizen-soldiers who have full-time civilian jobs. Securing their timely completion of the survey may present challenges. Although I have not embarked on my direct engagements I anticipate that some people may shy away from talking about diversity and underrepresented minorities, particularly with someone of my senior rank. The military has a cloistered and protective culture that may prohibit people from expressing their opinions, especially about this delicate topic. To mitigate this effect the assurance of confidentiality is paramount.

Summary: the aforementioned research design will reveal causal effects of leadership programs and incentive applied to target groups if a robust response is experienced. No constraints exist that cannot be overcome to achieve this outcome.

CHAPTER 4
Results and Findings

This chapter presents the results, findings and analyses of the qualitative and quantitative data collected using an online survey with Survey Planet and the completion of three (3) subject matter expert interviews. Each of the questions in the survey was multiple choice; a few of the questions offered an additional opportunity for the respondents to provide qualitative responses to the questions. With an initial goal of 200, 74 respondents participated in the survey. Key subject-matter experts were also consulted and provided in-depth information related to this study.

The deployment of the two data instruments, qualitative and quantitative, has offered feedback and evidence that will allow the presentation of data analysis as well as findings related to the theory of change. For the purposes of the survey the operational definition of a leadership program is: a deliberate effort to inform junior leaders the critical career track to achieve higher rank and more responsibility. In other words what is the most effective progression of positions to advance through the organization?

To reiterate, the theory of change for this research project is: if a leadership program for developing officers from underrepresented minorities in ranks O2-O5 is instituted and if a leadership program for developing Non-Commissioned Officers (NCOs) from underrepresented minorities in ranks E5-E8 is instituted and if reenlistment incentives for NCOs from the ranks E6-E8 are offered then reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be increased. The chapter is organized by these assumptions.

Although the first and second assumptions are similar it's important to delineate diversity analysis between Officers and Non-Commissioned Officers. Both deal with the value of

leadership programs and the impact these programs have on retention, ambition and confidence with one delineation, rank.

ASSUMPTION 1: THE OFFICERS

If a leadership program for developing officers from underrepresented minorities in ranks O2-O5 is instituted then reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be increased.

Qualitative Results for the Officers. Qualitative data concurring or dissenting with the researcher's first assumption came from the survey and interviews. Reported here are illustrative examples of relevant quotes from the interviews and surveys. Several officers concurred with the first assumption. For instance, in responding to survey question 11 'When you hear the term 'leadership program' what does that mean to you'? a Generation X male Native American officer said:

"I link it directly to a mentorship program, but with a distinct difference that the program should be led by your chain of command in concert with guidance from mentors outside of your organization, preferably with similar backgrounds. This program should provide guidance on key development assignments, military education requirements and broadening assignments along with training on the political dynamics of the organizations."

A Millennial Hispanic female officer put it effectively as:

"A program that discusses with Soldiers what courses of action they can take to achieve their goals, taking into consideration their family/life goals and situations. A program that helps the Soldier identify what their goals might be"

Another Millennial generation male Asian American lieutenant put it quite succinctly: *"A leadership program is a roadmap for the future."*

Skeptical view. No officers expressed any skepticism or negativity towards the notion of a leadership development program. That wasn't the case with the Non-Commissioned Officers as presented later in this chapter.

The qualitative findings within Theme 1 are supported through the literature review. The September 2020 USA Today article entitled 'Where are the black officers? U.S. Army shows diversity in its ranks but few promotions to the top' addresses this exact topic. "The public that we serve should see a reflection of that public in our ranks. From top to bottom and left to right" states Brigadier General Milford Beagle, a black officer that commands Fort Jackson in South Carolina (insert citation). This point was made in each of the interviews conducted. The article features the Army's new initiative to diversify its senior ranks through recruitment, mentoring and retaining minority soldiers.

Quantitative Results for "The Officers". Based on the quantitative data offered from the survey responses it is clear Officers, and specifically underrepresented minorities, would feel better prepared for increased responsibility, and corresponding promotion, if a leadership program was implemented.

Officers and Ethnicity.   Out of the 19 officer respondents, 100% either agreed or strongly agreed that a leadership mentoring program would help them feel prepared for greater responsibility in senior ranks of the 49th Military Police Brigade, this number includes the 4 officers of color who responded.   Interestingly though, this number drops to 84% when it comes to the statement presented in Question 7: 'this leadership program would make me more inclined

to seek positions of greater responsibility.' The lack of African American officer response is conspicuous. Then again there are only four African American officers in the 49th MP Brigade so the chances of receiving a survey response were diminished. Of those officers that did respond the answer is clear, leadership programs work. Figure 4.1 below illustrates the primacy of survey question 6:

Figure 4.1, Officer Ethnic and Rank Demographics, Impact of Leadership Program

ASSUMPTION 1 SURVEY QUESTION # 6	Strongly Agree / Agree	Strongly Disagree/Disagree
A leadership mentoring program would help me feel prepared for greater responsibility in senior ranks of the 49th Military Police Brigade:	18 out of 18 strongly agreed or agreed (100%)	0 out of 18 strongly disagreed or disagreed (0%)
Racial Demographics	African American: 0 Asian / Pacific Islander: 1 Hispanic / Latino: 1 Multiracial: 1 Native American: 1 Prefer not to say: 2 White/Caucasian: 12	African American: 0 Asian / Pacific Islander: 0 Hispanic / Latino: 0 Multiracial: 0 Native American: 0 Prefer not to say: 0 White/Caucasian: 0
Rank Demographics	O5/Lieutenant Colonel: 4 O4/Major: 1 O3/Captain: 7 O1-O2/Lieutenant: 6	O5/Lieutenant Colonel: 0 O4/Major: 0 O3/Captain: 0 O2/First Lieutenant: 0

The Officers and Gender Identity. Both female officers, one of whom is Hispanic and one of whom is multiracial, either agreed or strongly agreed about the value of leadership programs and their value of preparing them for promotion and future assignment. However, both officers only have a medium level of confidence in the organization giving them an opportunity to serve at higher levels of responsibility. Although this may be attributed to the female/male disparity within the 49th MP Brigade (11% female/89% male) it must be noted that the current commander of the

49th MP Brigade (the highest rank in the brigade) is a female of color. This fact can't help but

serve as an inspiration to not only females but all people of color within the organization.

The Officers and Generational Category.   Over half of Officer respondents are from the

Millennial generation. In many ways this is the generation that will change the dynamics of

leadership at the senior levels, so their involvement in this research tells indicates their concern

about this topic. Not only that, 100% of these Millennial generation officers agreed or strongly

agreed with the value of leadership programs. They want leaders to talk with them about the

future.

The Officers and Length of Military Service. Not surprisingly a relationship between the

length of service and confidence in the organization are related. Every officer with more than 10

years of service had high or very high confidence about their future.

Based on the quantitative data offered from the survey responses it is clear Officers, and

specifically underrepresented minorities, would feel better prepared for increased responsibility,

and corresponding promotion, if a leadership program was implemented.

ASSUMPTION 2: THE NON-COMMISIONED OFFICERS (NCOs)

If a leadership program for developing Non-Commissioned Officers (NCOs) from

underrepresented minorities in ranks E5-E8 is instituted and if reenlistment incentives for NCOs

from the ranks E6-E8 are offered then reenlistment and diversity among senior ranks of the 49th

Military Police Brigade will be increased.

Qualitative Results for The NCOs. Qualitative data concurring or dissenting with the

researcher's second assumption came from the survey and interviews. The most vibrant feedback

came from the NCOs. After all it is these Sergeants that run the day-to-day Army that brings them into contact with soldiers on a daily basis. As such they are more likely to have a pulse of the force more than the officers.

The Senior Enlisted Leader of the California Recruiting and Retention Battalion, Command Sergeant Major Curtis Hayes, provided key insight into this topic.

"I have seen genuine attempts to achieve diversity at the senior level, but it's been difficult. I actually sit on the Diversity Council and we have struggled with this topic. I don't think the mentorship is going on in the field where soldiers are being told what they need to do. I know I take every opportunity to talk to soldiers about where they need to serve regardless of gender or ethnicity. In the recruiting command we are starting to focus recruiting efforts on ethnic communities by publishing information in their native language."

SFC Frieda Apostol is the State Retention Non-Commissioned Officer-in-Charge. She oversees a team of twelve (12) career counselors covering the State of California including the locations of all units of the 49th MP Brigade. She had relevant observations, particularly as a Hispanic female, about diversity in the California Army National Guard and the 49th MP Brigade:

"Sir if you look at the State Diversity Council it's largely made up of white males. When soldiers see that they say 'see, I told you…..what are my chances?' And as a female this sends a message to me that there's no room at the top. I think that's why we still struggle to retain females. They see the Army is still largely a male organization. We always have to work harder…..and especially me as a Hispanic, good-looking female. People dismiss what I have to say. I have so much background and experience and that is overlooked because of my race and gender. I hear that from the troops all the time. And this is why we lose diversity. Personally I am a fighter. I

want to make a difference. I want to teach soldiers to go to school, to take the hard assignments.

But we need more of that in the entire organization. Also I think we need to deliberately manage

our vacancies, I think there are qualified people from all backgrounds and vacancies should be

managed by guidelines that force diversity. Because we are not going to get there with what we

are doing….we need a forcing function to give all soldiers hope."

Extremely constructive feedback concerning leadership programs was offered by one multiracial Generation X NCO:

"A program initiated by Leaders of that command with personal experiences and gained

relevant (up to date) knowledge. Ideally the program can match up leaders of color with

subordinate soldiers of color. This program should be specific to the MOSs within that command,

but those leaders should also be aware of other paths that they can intelligently speak to. Ideally

the program can match up leaders of color with subordinate soldiers of color."

A completely different take on diversity, which was hit on by SFC Apostol above, was provided by one female Hispanic, Generation X NCO:

"...being selected for promotion is one thing, but what is important is being in the room

making decisions….to have influence. So a leadership program is important to diversity. But

diversity means being involved with running the organization, not just being selected."

Skeptical Perspective. There were six (6) responses to Questions 6 and 7 (the value of leadership programs) categorized as negative I would be remiss if I did not include a comment from someone who expressed little trust in the organization:

"To me a "leadership program" sounds like a dog and pony show where you send soldiers to a seminar as a check the box to say they received the necessary information or training to be qualified for promotion, even though a lot of the time those who make it through these programs are not ready to pick up the next rank. A person does not always need a program to become a good leader." This soldier also strongly disagreed with the value of leadership programs towards achieving diversity. Thankfully this type of response did not represent the majority opinion. The great majority of open comments acknowledged the importance of mentors and the critical role they play in educating subordinate soldiers, of all ethnic backgrounds, about the necessity of taking difficult assignments.

Quantitative Results for "The Non-Commissioned Officers". Based on the quantitative data offered from the survey responses it is clear NCOs, and specifically underrepresented minorities, would feel better prepared for increased responsibility, and corresponding promotion, if a leadership program was implemented. However the NCOs did provide feedback, which will be covered, critical of the organization that can inform approaches towards diversity into the future.

NCOs and Ethnicity.   Out of the 56 NCO respondents, 29 (52%) are from the underrepresented minority group. 25 out of 29 of this demographic agreed or strongly agreed that a leadership mentoring program would help them feel prepared for greater responsibility in senior ranks of the 49th Military Police Brigade. NCOs of color have strong opinions about leadership programs making them more inclined to seek positions of greater responsibility with 19 out of 29 NCOs of color strongly agreeing with this premise. This is strong evidence that leadership programs will motivate NCOs from underrepresented groups to seek promotion and responsibility. Ironically the majority of people who disagreed or strongly disagreed with this assertion were

white males (5 out of 8). Figure 4.2 is provided based on the primacy of survey question 6 within

Assumption 2:

Figure 4.2, NCO Ethnic and Rank Demographics, Impact of Leadership Program

ASSUMPTION 2 SURVEY QUESTION # 6	Strongly Agree / Agree	Strongly Disagree/Disagree
A leadership mentoring program would help me feel prepared for greater responsibility in senior ranks of the 49th Military Police Brigade:	46 out of 56 strongly agreed or agreed (82%)	8 out of 56 strongly disagreed or disagreed (14%)
Racial Demographics	African American: 2 Asian / Pacific Islander: 9 Hispanic / Latino: 13 Multiracial: 4 Native American: 0 Prefer not to say: 3 White/Caucasian: 15	African American: 0 Asian / Pacific Islander: 1 Hispanic / Latino: 0 Multiracial: 1 Native American: 0 Prefer not to say: 1 White/Caucasian: 5
Rank Demographics	E1-E3: 7 E4-E6: 37 E7-E9: 12	E1-E3: 0 E4-E6: 5 E7-E9: 3

The NCOs and Gender Identity. To reiterate 12 of the 56 NCO respondents are females

(21%). 11 of the 12 female NCOs agreed or strongly agreed with the value of leadership programs

and their direct impact on seeking promotion and more responsibility. However 8 of these 11

female NCOs have a very low, low or medium level of confidence in the organization providing

them an opportunity to serve at higher levels of responsibility. 8 of the 12 female NCOs are from

underrepresented minority groups. As previously noted the current commander of the 49th MP

Brigade (the highest rank in the brigade) is a female of color. This fact can't help but serve as an

inspiration to minority females within the organization.

The NCOs and Generational Category.   70% of the NCO respondents are from the

Millennial generation. 62% of this group are from underrepresented groups. Millennial NCOs also

provided the most robust feedback and comments throughout the survey. This is the generation

that will change the dynamics of leadership at the senior levels, so their involvement in this research indicates a deep concern about diversity and the future of the organization.

The NCOs and Length of Military Service. Like the officers there is a relationship between the length of service and confidence in the organization are related. The great majority of NCOs with more than 10 years of service had high or very high confidence about their future.

Based on the qualitative and quantitative data offered from the survey responses it is clear Non-Commissioned Officers, and specifically underrepresented minorities, would feel better prepared for increased responsibility, and corresponding promotion, if a leadership program was implemented.

The qualitative and quantitative findings within Theme 1 (Diversity Based Leadership Programs), the basis of Assumption 1 and 2, are supported through the literature review.

The September 2020 USA Today article entitled 'Where are the black officers? U.S. Army shows diversity in its ranks but few promotions to the top' addresses this exact topic. "The public that we serve should see a reflection of that public in our ranks. From top to bottom and left to right" states Brigadier General Milford Beagle, a black officer that commands Fort Jackson in South Carolina. This point was made in each of the interviews conducted. The article features the Army's new initiative to diversify its senior ranks through recruitment, mentoring and retaining minority soldiers.

Further support is found in the assertions made by Lt. Col Octavia Scott in the Army magazine article Commit 'Intentional Acts of Inclusion' to Combat Racism. Scott asserts that the underrepresentation of minority females at the senior levels of the military intelligence branch starts at the junior platoon leader level. This underrepresentation in key developmental

assignments is undoubtedly the stage setter for either underrepresentation or exclusion in company, field grade and key developmental assignments. The importance of developmental programs focused on key developmental assignments which lead to promotion and increased responsibility are emphasized as critical. The survey findings of my research project bore this out.

ASSUMPTION 3: INCENTIVES

If <u>reenlistment incentives</u> for NCOs from the ranks E5-E8 are offered then reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be increased. The third assumption deals with the reality that if diversity is to be achieved at the senior level of the 49th MP Brigade then the organization has to ensure underrepresented minorities' continue their military service.

Qualitative Results for Incentives. For underrepresented groups to serve at higher levels they must, first and foremost, remain in the military. Perhaps the most powerful information received pertaining to this research pertains to incentives.

A millennial generation Asian female NCO revealed a significant problem that is critical to upward mobility, military schools:

"I have tried on at least 4 accounts to get sent for a school, but keep getting kicked back due to my priority level. I want to be in a leadership position but feel like they will not give me that chance on this contract."

She is not alone. A male Hispanic NCO clarified the importance of military schools in staying in the National Guard:

"Military schools are a huge factor in receiving promotions. Schools are very limited to the Additional Skill Identifiers and positions we have in the Guard and a lot of people are not willing to do the work to get soldiers into specialty schools outside the SCPE of their job. Things like Air Assault, Airborne and Pathfinder school allow soldiers to show up with pride on their uniform. This will be a great incentive to having soldier stay in the Guard."

A young female African American soldier brought up an innovative idea regarding special civilian professional education benefits:

"A program that covers the cost of cosmetology school without using my GI bill (because I want to save it for my children) or covers less popular programs like the California Notary classes and exam or other less popular classes that would allow me to quickly build a side hustle… which will allow me to I go to traditional college full Time without having to work full time."

A white male NCO expressed caution about unfairness regarding the incentive of accelerated promotion:

"I do not believe accelerated promotion should be offered for someone to reenlist. If a Soldier is having trouble being advanced, I believe it is because they are not doing well during promotion cycle due to poor performance or inadequate performance, or otherwise their performance was out-done by another Soldier who placed higher on the promotion list. Accelerated promotion would also involve giving additional preference in regards to PME to those that reenlist, when there is already a requirement to have 2 years remaining on an enlistment contract prior to a PME ATRRS school being approved. This would be unfair to Soldiers not in their reenlistment window, to no fault of their own.

The qualitative feedback via interview and open comment provided valuable feedback pertaining to the lack of military schools not only in the 49th MP Brigade but the entire California Army National Guard. Although I could not identify a linkage between a disproportionate amount of underrepresented groups being denied military school logic would dictate that this problem would naturally impact ALL soldiers. This is a significant finding that deserves further exploration outside of this study.

Quantitative Results. To measure the effectiveness of incentives a survey question was presented to the soldier: Which incentives would be compelling for your reenlistment within the California Army National Guard? (Please rank in order of importance). The available incentive choices, both intrinsic and non-intrinsic, were as follows:

- Cash Bonus: from $10,000 to $20,000 spread over the period of enlistment

- Student Loan Repayment: the ability to pay down college loans

- Military School: includes military professional education as well as specialty schools

- Civilian School: includes any degree or certification program

- Accelerated Promotion: includes promotion prior to mandated timelines

Because each soldier was asked to rank order these options from 1 to 5 the most effective incentives were revealed by totaling the rankings and rank ordering them from the smallest number to the largest number. The results are seen in the following Figure 4.3 (the lower the number the more important the incentive):

Figure 4.3, Retention Incentive Options (Lowest is Most Important)
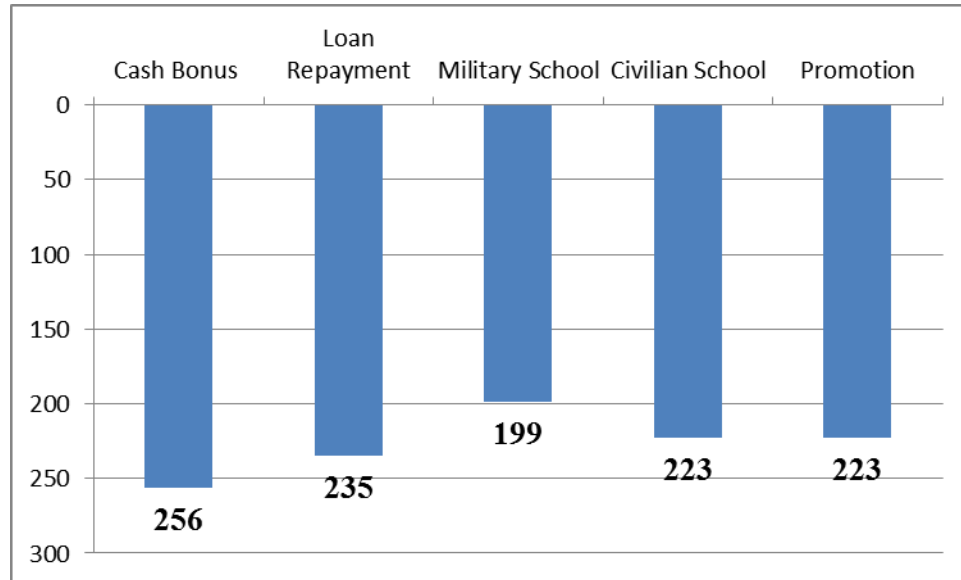
Assumption 3, which offers a relationship between incentives and diversity, is supported by the data. In fact there was one theme highlighted on the surveys and the interviews conducted (covered in the qualitative data section): there is a serious lack of military schools available to Non-Commissioned Officers that are required to promote to the next higher rank. Although there is no evidence this lack of military schools disproportionately impacts underrepresented minorities there is no question this condition will negatively impact all soldiers' chance for promotion and ascent to higher responsibility.

These Chapter 4 findings confirm the Chapter 2 review of literature which shows a lack of scholarly and practitioner studies specifically related to military school availability within the National Guard. Specifically a review of the literature shows a lack of academic studies specifically related to military school availability within the National Guard. This "gap" in research is made more conspicuous when considering the number of comments received on the surveys related to the lack of military school availability. This condition featured prominently during the qualitative data collection process.

CHAPTER 5
Conclusions, Recommendations, and Areas of Further Research

This study finds that there is strong support from senior officers and NCOs for increased diversity in the 49th MP Brigade and the California Army National Guard. Respondents concurred with the study's Theory of Change that deliberate action needs to be taken in terms of improving the current approach to leadership recruitment, training, and incentivization for under-represented persons of color.

Although the findings of this research had strong support for my theory of change there are factors that present caveats of concern. I'll cover those areas at the end of this chapter. This study, which focused on the 49th Military Police Brigade, can serve as an example for all military organizations. One major conclusion can be drawn: <u>deliberate action needs to be taken to improve diversity at the senior levels of the 49th Military Police Brigade</u>.

A breakdown of each Assumption and analysis is provided:

Assumption 1: If a <u>leadership program</u> for developing officers from underrepresented minorities in ranks O2-O5 is instituted then reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be increased.

Conclusion: SUPPORTED. Out of the 19 officer respondents, 100% either agreed or strongly agreed that a leadership mentoring program would help them feel prepared for greater responsibility in senior ranks of the 49th Military Police Brigade, this number includes the 4 officers of color who responded.   0% of the officers disagreed. Interestingly though, this number drops to 84% when it comes to the statement presented in Question 7: 'this leadership program would make me more inclined to seek positions of greater responsibility.'   Although the figure

drops it's still a clear signal that officers, and specifically officers of color, want and need guidance

and mentorship.

Assumption 2: If a leadership program for developing Non-Commissioned Officers

(NCOs) from underrepresented minorities in ranks E5-E8 is instituted then reenlistment and

diversity among senior ranks of the 49th Military Police Brigade will be increased.

Conclusion: SUPPORTED. Based on the quantitative and qualitative data it is clear NCOs,

and specifically underrepresented minorities, would feel better prepared for increased

responsibility, and corresponding promotion, if a leadership program was implemented. However

the NCOs did provide feedback critical of the organization that can inform approaches towards

diversity into the future. The NCOs don't want a "check the box" plan. They want honest one-

on-one dialogue that guides them into the future. This is particularly true when it comes to

underrepresented minorities. As one NCO of color put it, *"A program initiated by Leaders of that*

command with personal experiences and gained relevant (up to date) knowledge. Ideally the

program can match up leaders of color with subordinate soldiers of color.

Assumption 3: If reenlistment incentives for NCOs from the ranks E5-E8 are offered then

reenlistment and diversity among senior ranks of the 49th Military Police Brigade will be

increased.

Conclusion: SUPPORTED. Assumption 3, which offers a relationship between incentives

and diversity, is supported by the data. In fact there was one theme highlighted on the surveys and

the interviews conducted (covered in the qualitative data section): there is a serious lack of military

schools available to Non-Commissioned Officers that are required to promote to the next higher

rank. Although there is no evidence this lack of military schools disproportionately impacts

underrepresented minorities there is no question this condition will negatively impact all soldiers' chance for promotion and ascent to higher responsibility.

Literature Review Conclusion. There is a plethora of literature pertaining to diversity and incentives in the military. But much of this material treats solutions to improving diversity in a vague and nebulous manner. This lack of clear solutions within the published literature makes implementing leadership programs difficult for leaders seeking to improve diversity at the senior levels of their particular organization. But there are two articles that didn't lack clarity and they were both written in the last year:

Lt. Col Octavia Scott's article Commit 'Intentional Acts of Inclusion' to combat racism is an extremely relevant article published in the June 2021 issue of Army magazine. Scott asserts that the underrepresentation of minority females at the senior levels starts at the junior platoon leader level. This underrepresentation in key developmental assignments is undoubtedly the stage setter for either underrepresentation or exclusion in company, field grade and key developmental assignments. More importantly it also deprives these soldiers of early opportunities to dispel gender and racial stereotypes as well as the space to learn how to build teams and foster relationships (Scott, 2012). The solution is to include soldiers from all ethnicities in developmental programs that educate them on key developmental assignment requirements and opportunities.

The second vital article is "Where are the Black officers? US Army shows diversity in its ranks but few promotions to the top", featured in the 1 September 2020 edition of USA Today. The article highlights the primacy of leadership programs to achieve diversity at the senior levels. A top Army official involved in planning and strategy for its inclusion efforts stated the difficulty of the problem quite lucidly, "We can't bring them in when they're 30 years old and pin major or lieutenant colonel promotions on them. What we are seeing today is a product of what happened

20 years ago.". But the most pointed comment comes from retired Maj. Gen. Dana Pittard, a black West Point graduate, "unless the Army encourages minority officers and offers them challenging assignments, diversity in its senior ranks will be left to chance." (Vanden Brook, 2020)

Based on the conclusions offered by the qualitative and quantitative data, and based on the literature review, the following recommendations are provided:

1) Implement a leadership development program during Officer Evaluation Report (OER) quarterly counseling sessions throughout the 49th MP Brigade.

2) Implement a leadership development program during Non-Commissioned Officer Report (NCOER) quarterly counseling sessions throughout the 49th MP Brigade.

3) Design and establish a Senior Leader Course (SLC) in California to increase military school seat capacity.

The following page expands on these recommendations using the SMART model, as seen in Figure 5.1.

Figure 5.1, SMART Recommendations

	Recommendation 1	Recommendation 2	Recommendation 3
SPECIFIC	Implement a leadership development program during Officer Evaluation Report (OER) quarterly counseling sessions throughout the 49th MP Brigade.	Implement a leadership development program during Non-Commissioned Officer Report (NCOER) quarterly counseling sessions throughout the 49th MP Brigade.	Design and establish a Senior Leader Course (SLC) in California to increase military school seat capacity
MEASURABLE	Establish annual command goals to increase diversity by having over 50% of officer positions occupied by females and officers of color.	Establish annual command goals to increase diversity by having over 50% of NCO positions occupied by females and officers of color.	Trap and reserve 15-25 additional school seats a yearn to increase Senior Leader Course (SLC) capacity.
ACHIEVABLE	Integrate program into existing policy on professional development counseling. The recommendation feeds into an existing requirement to conduct quarterly sessions already exists.	Integrate program into existing policy on professional development counseling. The recommendation feeds into an existing requirement to conduct quarterly sessions already exists.	Coordinate with the active duty Military Police schoolhouse at Fort Leonard Wood to export training in the form of a Mobile Training Team (MTT).
REALISTIC	Comply with existing policy to conduct quarterly OER counseling sessions.	Comply with existing policy to conduct quarterly OER counseling sessions.	Inform and educate MP active component the benefit of results and their need to be sustained. More trained National Guard MPs equates into better support of the active component.
TIME	Implement immediately based on the completion of the Strategic Leader Development approved plan by the Adjutant General.	Implement immediately based on the completion of the Strategic Leader Development approved plan by the Adjutant General.	Compress trap/reservation timeline to meet demand more effectively and responsively.

Areas for Further Research. There is a lack of available research related to leadership programs and incentives. The following areas are recommended for further research:

1) Military schools (specifically within the Non-Commissioned Officer Education System (NCOES) and the National Guard. There are finite military school seats, specifically the Senior Leader Course, offered to the 49th MP Brigade on active duty installations. The National Guard is required to attend school at these installations. Research revealed this problem extends beyond the 49th MP Brigade. Does this problem exist in the other 49 states' National Guard force?

2) Study the current leadership program content and ensure not just diversity but also

inclusion, equity, and accessibility are covered by the learning outcome.

3) The 49th MP Brigade may be used as a pilot program for application to all California

Army National Guard units.

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Appendix A: Informed Consent Form

Title of Research: Diversity in the senior ranks of the 49th Military Police Brigade

Principle Investigator, Affiliation and Contact Information:

Peter B. Cross
Golden Gate University
4700 Dessira Court
Concord, CA 94521

Description of Research Topic: The retention and ascension of underrepresented minorities in the California National Guard (CNG) remains a challenge. A study of this problem may benefit commanders at all levels by introducing methods to retain experienced soldiers representative of the population in California.

Purpose of Study: This is a study in public administration conducted by Peter Cross, a graduate student in the executive public administration program at Golden Gate University in San Francisco, CA. The purpose of this study is to determine if leadership programs and incentives directed towards underrepresented minorities in the 49th MP Brigade result in their retention and motivation to seek positions of increased responsibility.

What will be done: You will complete a survey which will take about 5-10 minutes. You will be asked questions related to this topic based on your personal opinion or perception or experience.

Risks or discomforts: You have been selected based on your relevance to the research topic. No risks or discomforts are anticipated from taking part in this study. If you feel uncomfortable with a question, you can skip that question or withdraw from the study altogether. If you decide to quit at any time before you have finished the questionnaire, your answers will NOT be recorded.

Confidentiality: This survey is confidential. The researcher will not know your IP address when you respond to the online survey. Only the researcher will see your individual survey responses and the results of the content analysis of your responses.

Appendix B: Survey Questions for Target Group

A. Demographics

    1) What is your gender?
        a) Male
        b) Female
        c) Other
        d) Prefer not to say

    2) Which generational category do you belong to:

        a) Baby Boomer (1946-1964)
        b) GenX (1965-1980)
        c) Millennial (1981-2000)
        d) GenZ (2001-2020?)

    3) How long have you served in the military

        a) 0-5 years
        b) 6-10 years
        c) 11-15 years
        d) 15-20 years
        e) Prefer not to say

    4) What is your ethnicity?

        a) African American
        b) Hispanic
        c) Asian American
        d) White
        e) Other
        f) Prefer not to say

    5) What is your rank?

        a) E1-E3
        b) E5-E6
        c) E7-E9
        d) O1-O2
        e) O3
        f) O4
        g) O5

B. Leadership Programs (Assumption 1 and 2). For the purposes of my study I am defining a leadership program as a deliberate effort to inform junior leaders the critical career track to achieve higher rank and more responsibility. In other words what is the most effective progression of positions to advance through the organization?

      1) A leadership mentoring program would help me feel prepared for greater responsibility in senior ranks of the 49th Military Police Brigade:

          a) Strongly Agree
          b) Agree
          c) No Answer
          d) Disagree
          e) Strongly Disagree

      2) This leadership program would make me more inclined to seek positions of greater responsibility:

          a) Strongly Agree
          b) Agree
          c) No Answer
          d) Disagree
          e) Strongly Disagree

      3) (Open Comments Box) When you hear the term 'leadership program' what does that mean to you?

      4) Given your desire to achieve senior rank within the organization what is your level of confidence the organization will give you that opportunity? Please provide comment below:

          a) Very High
          b) High
          c) Medium
          d) Low
          e) Very Low
          Comments:

C. Incentives

      1) Which incentives would be compelling for your reenlistment within the California Army National Guard? (Please check all that apply) OR (Please rank in order of importance)

     a) Cash bonus ($10,000- $20,000)
     b) Student loan repayment
     c) Voluntary education programs (Tuition and housing)
     d) Accelerated promotion
     e) None

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Appendix C: Interview Guide: Subject Matter Experts

Proposed Interview List: these individuals are specifically tasked with managing the retention of soldiers in the California Army National Guard and the 49th MP Brigade.

Senior Enlisted Leader, Recruiting and Retention Battalion, California Military
State Career Counselor, California Military Department
Brigade Career Counselor, 49th MP Brigade

Senior Enlisted Leader, Recruiting and Retention Battalion, California Military Department

1. Based on your experience which types of incentives result in the highest rate of reenlistment?

2. Have you ever received feedback from soldiers leaving the service that they are leaving due to

a lack of mentorship or leadership development?

3. What are your thoughts on diversity into the future?

State Career Counselor, California Military Department

1. Based on your experience which types of incentives result in the highest rate of reenlistment?

2. Have you ever received feedback from soldiers leaving the service that they are leaving due to

a lack of mentorship or leadership development?

3. What are your thoughts on diversity into the future?

Brigade Career Counselor, 49th MP Brigade

1. Based on your experience which types of incentives result in the highest rate of reenlistment?

2. Have you ever received feedback from soldiers leaving the service that they are leaving due to

a lack of mentorship or leadership development?

3. What are your thoughts on diversity into the future?