



HOMELAND SECURITY ADVISORY COUNCIL

**REPORT OF THE
CULTURE TASK FORCE**

January 2007

This report, requested by Homeland Security Secretary Michael Chertoff, was produced by the Homeland Security Advisory Council's Homeland Security Culture Task Force (CTF). Consistent with the CTF's Charter, the report endeavors to provide specific and implementable recommendations to assist Secretary Chertoff and the Department's leaders in creating and sustaining an energetic, dedicated, and empowering mission-focused organization: one that leverages, focuses, strengthens and synergizes the multiple capabilities of its components and empowers them to continuously improve the Department's operational capacities and the security of the Nation.

The CTF recommendations and the rationale for each are set forth below:

Recommendation 1: *DHS Headquarters Must Further Define and Crystallize Its Role*

The Department of Homeland Security was created to align and integrate a number of existing component organizations and to develop a number of new organizational capabilities in order to provide a cohesive, integrated and operationally efficient means of protecting the homeland. Like most new organizations that result from an organizational consolidation, one of the initial and key organizational challenges is to define the role and accountability of the headquarters organization so that the desired alignment and integration are achieved, while retaining the strong operational focus of the component organizations. The cycle time and effectiveness for the alignment and integration can be significantly improved when there is a clear definition of the role and mission of the headquarters organization. Such a definition provides a framework that ensures the headquarters can focus on its role, authority and accountability while at the same time empowering the DHS component organizations to focus on their roles. To date, while much substantive progress has been made, there does not appear to be final and full clarity with respect to these respective roles. The DHS leadership needs to ultimately define the role of headquarters so that the operational component organizations can focus on their operational strengths, while the headquarters provides the overall policy, supports integrating processes where appropriate to leverage individual component strengths, and creates the organizational alignment necessary for overall DHS success. It is important that DHS headquarters not assume final operational responsibility for component missions but rather take responsibility for providing the effective vision, policies and resources to ensure the successful execution of all component missions. One CTF member viewed the DHS Headquarters optimum to be similar to the small sticker on most of our computer hard drives – “Intel inside” – and that DHS Headquarters’ operational footprint should be that small in relationship to its component agencies. The following figure delineates key suggested elements for the DHS headquarters:

Proposed Role of DHS Headquarters

- ◆ Establish overall DHS strategy and annual operational and financial performance objectives
- ◆ Insure DHS performance against operational and financial objectives through oversight of DHS Component Commands
- ◆ Actively engage with DHS Component Commands in their strategies, investments, and leadership development
- ◆ Rely on DHS Component Commands for Day to Day Execution of DHS objectives
- ◆ Sponsor and Lead DHS values, ethics and compliance standards
- ◆ Sponsor initiatives that have DHS wide impact on performance
- ◆ Manage shared DHS services
- ◆ Lead and coordinate interface with Congress and other governmental agencies and organizations

DHS HQ Supports Component Command Leadership & Performance

The CTF suggests the following guidelines with respect to the role of DHS Headquarters in its relationship to its component organizations:

- **Build Trust**, by:
 - Clearly defining the DHS mission to the American People.
 - Publicly and internally establishing Homeland Security goals and performance metrics so all can objectively see and measure Homeland Security success.
 - Ensuring measurable performance against goals and metrics.
 - Acting as the coordinated voice to Congress for the Department, proactively engaging Congress in establishing goals and measuring performance.
 - Sponsoring and leading DHS values, ethics and compliance standards.
- **Empower the components**, by:
 - Beginning each week with a Leadership Meeting with the components.
 - Aligning component goals with Homeland Security objectives.
 - Integrating within component organizations the best functionality, practices and innovations of other components.
 - Actively investing in the activities, people and strategy critical to the ability of component organizations to meet their goals.
 - Sponsoring activities and initiatives that have enterprise-wide impact on performance.
- **Empower employees**, by:
 - Dropping the buzzword “Human Capital” and replacing it with “employees” or “members” of DHS.
 - Requiring members of the headquarters to visit and to listen and respond to employees and engage and support groups outside the headquarters. All DHS presentations (component, state, local, tribal and the private sector) outside the

Headquarters should result in formal action items to be addressed, and the actions taken, or decisions with respect to them, provided to their proponents within 30 days.

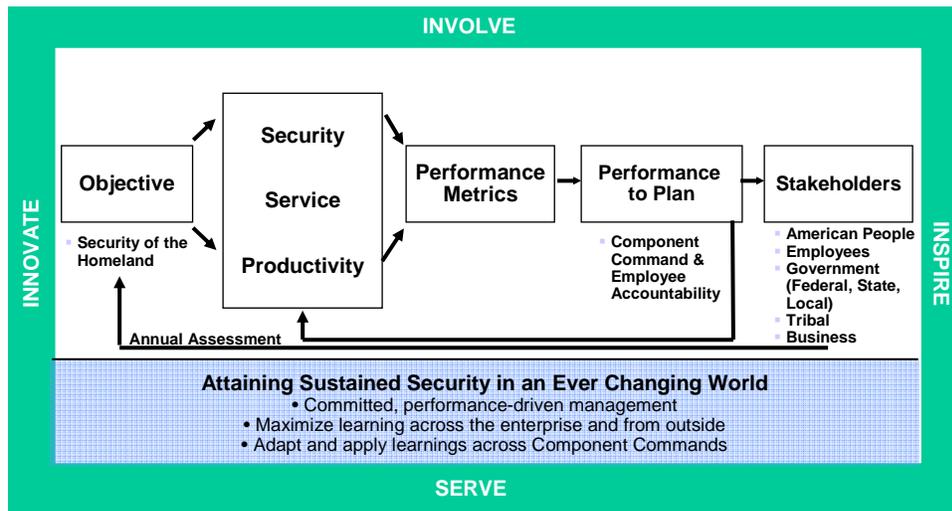
- **Be a Good Partner**, by:
 - Visiting regularly, and listening to, its Homeland Security Partners at the local levels where policies, plans, and requirements are frequently implemented and where security and disaster responses are most often executed.
 - Administering grant programs in collaboration and partnership with its Homeland Security Partners.

Recommendation 2: *Implement Homeland Security Management and Leadership Models*

Success of nearly every large, diverse and geographically dispersed organization requires alignment around a common language, common management process, and common leadership expectations. DHS should adopt a closed loop management model that sets the key relationships between strategic accountabilities, organizational units, performance expectations and management processes to achieve DHS goals. DHS should also adopt a leadership and training model, including “joint duty and training” experience that will help all DHS leadership to focus collaboratively on key leadership expectations and objectives. Experience indicates that adoption of both models will dramatically support DHS leadership in fulfilling the DHS mission. These shared expectations must be evident and met by both appointees and career executives at DHS headquarters and in the components.

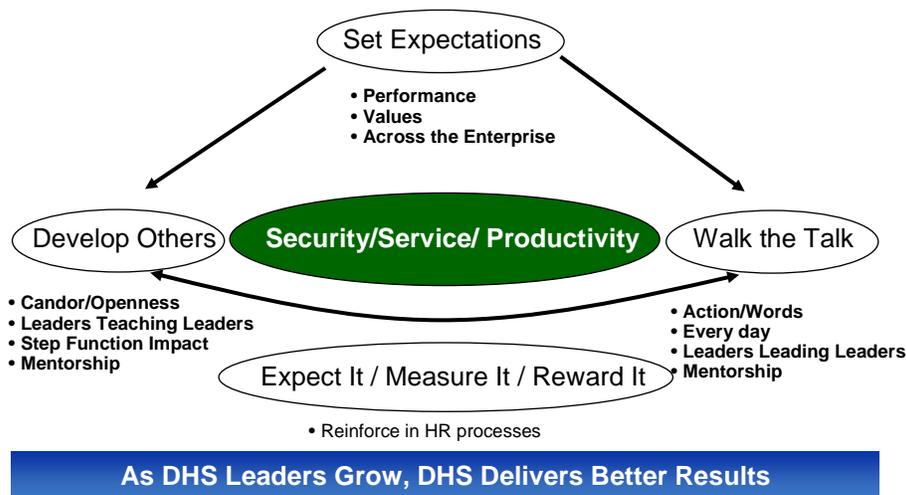
A key element of the management model is alignment around a framework of expectations for everyone in the Department. A proposed set of expectations of Involvement, Inspiration, Innovation and Service “frame” the management model.

Proposed DHS Management Model



A foundation for the leadership expectations is the set of “framing” words for the management model. Involve, Inspire, Innovate and Service must be modeled at all levels and become the elements of expectations at the top of the model. Experience indicates that adoption of both models will dramatically support DHS leadership in fulfilling the DHS mission. These shared expectations must be evident and met by both appointed and career executives at DHS headquarters and in the components.

Proposed DHS Leadership Model



Recommendation 3: *Establish an Operational Leadership Position*

Alignment and integration of the DHS component organizations is vital to the success of the DHS mission. The CTF believes there is a compelling need for the creation of a Deputy Secretary for Operations (DSO) who would report to the Secretary and be responsible for the high level Department-wide measures aimed at generating and sustaining seamless operational integration and alignment of the component organizations. We recommend that the position be a career Federal employee in order to provide continuity and freedom from political influence. This official would also be in a position of continuity to help drive organizational maturation and to reinforce the culture required for the long-term success of DHS and its components. The DSO would be selected from candidates with a strong National Security operations background similar to a Chief Operations Officer. However, the DSO would not be involved in the daily execution of operational duties carried out by the component agencies. The DSO would also maintain close coordination with the Under Secretary for Management, whose ultimate role would be reinforced by the DSO’s seniority and Department-wide jurisdiction. The DSO perspective should be employee-centric, leadership-focused, and process centric, driven to challenge “conventional thinking” and with a “license” from the Secretary to champion imaginative/innovative processes and ideas. The DSO would be responsible for creating and/or championing strategic initiatives that reinforce the assumption that all efforts should be about “the Security of the Homeland” – not about the Department of Homeland Security, as such:

- Institutionalize experience and continuity and address the looming Homeland Security Leadership Vacuum

Historically and for reasons of urgency it would appear that much of the decision making within the Department's headquarters has been made by a core group of trusted appointees. In order to ensure consistent leadership and decision-making commensurate with National and Homeland Security missions and the Department's responsible execution of them, we recommend immediate efforts be undertaken to assess current decision-making authorities and processes. The assessment should identify, select, formally train and empower Government Service personnel throughout the Headquarters to assume positions for a leadership transition period that should be in effect for at least six months on either side of the November 2008 presidential election.

Recommendation 4: *Create leadership empowered teamwork and a "Blended Culture"*

The CTF believes that given the diversity, history and strong culture of many of its component organizations, there can be no hierarchically imposed "single culture" within the Department. We do, however, believe that an overarching and blended culture can be developed that is based on threads of common values, goals, and focus of mission among DHS Headquarters and its component organizations. The CTF recommends that the Secretary appoint a senior career/general schedule homeland security employee reporting to the Secretary to assist/support the Secretary in the continuous development and sustainment of the overarching/blended culture within the Department. With the support and direction of the Secretary and supported by staff from all DHS components, this leader will help develop the Secretary's overarching cultural vision and the strategic goals required to create the desired diverse but mission focused Homeland Security culture. This individual will also provide staff support for monitoring, testing, and supporting the continuous improvement of that culture with ultimate emphasis upon the readiness and the esprit de corps of the "troops in the field."

- No single Homeland Security culture is possible or – for that matter – wise.
- DHS must leverage its Components' unique cultures to create organizational and operational capacities greater than is the sum of their parts.
- Under Senior Homeland Security leadership – preferably a career employee – DHS should consider hiring professional contractors that will assist in the continuous development and sustainment of a mission-focused culture within the spectrum of Homeland Security activities:
 - With the tremendous operational requirements the Homeland Security Department sustains, and with the results of another – perhaps less than complimentary - 2006 Federal Workforce Survey looming, it is recommended that DHS consider expediting the cultural development process through outsourcing.
 - There are organizations in the Private Sector that will deploy and embed within DHS qualified, objective, emotionally and organizationally detached personnel to

help develop the leadership's vision and strategic goals of creating a Homeland Security (rather than DHS) Mission Culture and then monitor, objectively test, and support progress in achieving, continually improving and sustaining an operationally focused, innovation and people rewarding culture.

- Address the appointee imbalance now by beginning to supplementing appointee personnel throughout the Headquarters with Government personnel to prevent an organizational vacuum and possible Homeland Security “meltdown” that could result with a change in Administrations.

Recommendation 5: *Engage the State, Local, Tribal and Private Sector in an - “Outside the Beltway-Focused” Collaborative Process*

The CTF recognizes that Homeland Security is about Security of the Homeland – not about the organizational entity called the Department of Homeland Security. With notable exception (e.g., the national strategy on homeland security), the CTF believes there must be a change in the historic tendency to create Federal/DHS Centric and top-down plans/templates/frameworks that perhaps are not executable within states and communities and in the private sector. Since there are also many cases where operational implementation begins with the DHS component organizations, one of the roles of the DHS headquarters should be to establish regionalization requirements for the component organizations, designed to clarify and facilitate their coordination with state and local authorities, to provide an integration function where more than one component organization is required to be part of the process, and to eliminate component gaps, conflicts or overlaps. Going forward, the Secretary should direct that those responsible for establishing policy requirements work closely with the associated DHS component organizations to ensure clarity and understanding of the operational implications of those policies. Further, the DHS component organizations should be responsible for coordination of those policies with the state, local, tribal and private sector on a regional basis. This will optimize the capabilities of DHS headquarters and take advantage of the component organizations' relationships with the state, local, tribal and private sector. Further, the Secretary should direct that existing plans, policies, requirements, etc. be reviewed and those that were earlier developed without such coordination be modified as necessary to ensure that they are in fact executable by state, local, tribal and high-consequence private sector entities. Another critical need is for the DHS to recognize and engage State, Local, and Tribal components within the planning stages for DHS grant funding. A cohesive, comprehensive, and coordinated grant formula matrix should be developed within this partnership. This will assure a collaborative, transparent and stable process for the State, Local and Tribal partners seeking DHS grants.

Recommendation 6: *Institutionalize the Opportunity for Innovation*

The innovation process in a world where threats are always evolving, while, at the same time resource constraints and limitations are imposed, is one of the most challenging processes to manage. There should be a healthy tension between managing innovation from an integrated perspective while at the same time recognizing that a good deal of real innovation often occurs at the local level where day to day problems are pragmatically encountered and solutions developed. Both are important elements. We believe that one of the roles of the DHS headquarters should be the management and oversight of technologies and innovations that may have impact or potential impact across multiple DHS component organizations. Each of the DHS component organizations needs to be directly involved in the prioritization of development. We believe, however, that the component organizations should also have accountability for innovation that will directly impact their operational capabilities. Further the component organizations need to share their innovative proposals and actions in order to maximize any cross organizational opportunities that may exist.

The U.S. Coast Guard has an Innovation Council: create such an organization within each of the Department's component agencies and have a single point of contact in Headquarters for all ideas/technologies/techniques/policies focused on the continuous improvement of the Department's operations and capabilities. The *innovation* official would have direct access to the Secretary and be responsible for tracking the Department's actions on ideas from their initial delivery to their implementation, modification, or rejection – and then providing formal feedback to the submitter on the rationale for the Department's actions.

Conclusion

DHS Headquarters has been challenged by the Congress with one of the most daunting assignments in the history of the U.S. Government – amalgamating and aligning 22 separate governmental agencies into a single, cohesive, efficient, and effective department.

DHS Headquarters has made solid strides in accomplishing its Herculean task, but the magnitude of the “change management” required is so vast that, in the opinion of the Task Force, it will require a continuum of progress over a period of many years before optimum cultural unity and affinity can be achieved. It must be further acknowledged that establishing and maintaining a cultural “esprit de corps” is not a one-time or incident-based process - it is an unending journey.

This Report provides recommendations for structural modifications designed to facilitate the advancement and enhancement of a Departmental Culture, but, in the end, “Culture” is about people relationships and inspirations, and how the people of the Department view its Leadership, the organization itself and its purposes, and the importance of one's individual role within the Department.

The Department has a stirring rally cry, which might be expressed as: “Defending America, Saving Lives.” All of its people need to be motivated to achieve that noble end to the very best of their abilities.

ADDITIONAL BACKGROUND

- A. Homeland Security Culture Task Force Charter**
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 - 1. Culture Hallmarks of Effective Organizations
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- Appendix C: U.S. Coast Guard Commandant’s Innovation Council

A. Homeland Security Culture Task Force Charter

In June 2006, Homeland Security Secretary Michael Chertoff directed the Homeland Security Advisory Council (HSAC) to establish a Task Force to provide observations and recommendations for achieving and maintaining an empowering, energetic, dedicated, mission-focused culture within the Department and, most importantly, within the spectrum of its state, tribal, local and private sector partners.

B. Introduction

Having an agile, innovative and people empowered environment is the foundation of most successful organizations. While there are many styles, tools and techniques that can be used, it is ultimately the responsibility and role of senior leadership to create that environment. This report provides a number of recommendations aimed at ensuring the Department of Homeland Security is successful in putting in place key processes and leaders who will create an environment for success.

C. Background

1. History of DHS

DHS was created by the Department of Homeland Security Act of 2002. Twenty-two agencies that were formerly subordinate to the Departments of Agriculture, Commerce, Defense, Energy, Health and Human Services, Justice, Transportation, and Treasury were combined and reorganized within the new department. The creation of DHS involved the largest restructuring of the executive branch of the Federal Government since the Department of Defense was established in 1947. Governor Tom Ridge, who was appointed by President Bush to lead the White House's Office of Homeland Security in October 2001, became the Department's first Secretary on January 24, 2003. The affected Federal agencies and activities were transferred to the new department beginning in March, 2003. On February 15, 2005 Secretary Michael Chertoff was sworn in as the second Secretary of Homeland Security.

2. Second Stage Review - (2SR)

When Secretary Chertoff succeeded Secretary Ridge as the Department's Secretary, his first major effort was to make an effort to better structure the fledgling Department. Secretary Chertoff stated that 2SR would:

- Increase overall preparedness, particularly for catastrophic events
- Create better systems to move people and goods more securely
- Strengthen border security and reform immigration processes
- Enhance information sharing with partners, particularly with state, local, tribal, and private sector leadership
- Improve financial, human resource, procurement and information technology management systems
- Realign the DHS organization to maximize mission performance.

3. The Strategic Plan

The Department's current Strategic Vision is a 31-page document that was written in 2004. The CTF understands that there is a new DHS strategic vision in the final draft stages of development. The CTF hopes the new DHS strategic vision will result from the integration of leadership expectations; the views of DHS component commands; and state, local, tribal and private sector input about how best to implement that vision. The CTF believes that all of these inputs are central to successful implementation of the DHS strategic plan.

D. Task Force Process

The Task Force conducted several meetings and teleconferences and discussed at length how best to pursue the Secretary's tasking with Federal, State, and local government officials and corporate and private subject-matter experts. Based on those meetings, Task Force leadership prepared a draft report that was subsequently reviewed, edited and approved by the full Task Force and HSAC members.

E. Observations

During a number of the Task Force meetings, presentations and testimony were received from a number of elements. The following observations come largely from those presentations:

1. Culture hallmarks of effective organizations

Every successful organization has effective leadership, performance metrics, hiring processes, training resources, people focused activities, and a mission statement that is understood by its employees. Such organizations also have effective innovation departments that are never satisfied with the status quo and are always seeking continuous improvement. We observed that there are a number of strong and capable component commands in DHS. Other component commands are improving, but it is too early to make a determination of the effectiveness of leadership actions until the next round of OPM survey data is available.

A number of CTF members related personal stories as to how the value of a corporate acquisition was destroyed by the acquirer's mandate that the acquiree's culture be changed to strict conformance with that of the acquirer, regardless of the people consequences.

2. 2004 Office of Personnel Management (OPM) Human Capital Survey Results and DHS Response

The Department's 2004 OPM Federal Human Capital Survey results showed many areas that require substantive action for improvement. There were some instances where DHS senior leadership at the Headquarters and in its component agencies attempted to address the specific deficiencies. It remains to be seen if these efforts have promoted the necessary organizational and cultural changes. To that end, the

creation of this Task Force, in June 2006, by the Secretary to address these issues is a step in the right direction.

Based on the information and feedback the taskforce heard from the presenters, we have no reason to believe the 2006 OPM Federal Human Capital Survey will show major changes from previous survey results, indicating that continued leadership attention is required in the areas of employee engagement and department alignment.

3. DHS Headquarters

The roles, responsibilities, and decision-making processes of the Department of Homeland Security Headquarters are still undergoing definition.

Homeland Security takes a team effort – appointees, career employees, contractors, and the people throughout State, local and tribal Governments, the academic community, and the entirety of the private sector who will have to create, execute and continuously improve and sustain effective Homeland Security policies and operational capabilities.

The Task Force believes that DHS Leadership must ultimately and clearly define the Headquarters role in relation to empowering DHS employees and what the Headquarters often refers to as its state, local, tribal and Private Sector “Homeland Security Partners.” The Task Force believes that the Headquarters should develop a modus-operandi that listens to the spectrum of its partners and uses their input to develop visions, objectives, actionable and objectively measurable/manageable strategies, to supply the requisite resources, and above all empower, recognize and honor those in the field who are actually entrusted with accomplishing the Homeland Security mission “on the ground.”

4. DHS Component Agencies

The Department’s seven Component Agencies understand their missions and “role within them.”

- Some are doing well....strong culture and actions in place.
- Others recognize the need for change and are taking actions.
 - Organizational changes recently mandated in law provide an opportunity for a new beginning for FEMA.
 - FEMA must learn from and correct Hurricane Katrina deficiencies but not dwell on them. The next “all-hazards” disaster could happen at any moment.

Appendix A

CULTURE TASK FORCE MEMBERS

Herb Kelleher (Chair) - Executive Chairman, Southwest Airlines Co.
Rick Stephens (Vice Chair) - Senior Vice President, Human Resources and Administration, The Boeing Company
Dr. David Abshire - President, Center for the Study of the Presidency
Duane Ackerman - Chairman and Chief Executive Officer, Bell South Corporation
Dr. Richard Andrews - Senior Director, Homeland Security Projects National Center for Crisis and Continuity Coordination
Karen Anderson - Former Mayor of Minnetonka Minnesota, and Past President of the National League of Cities
Dr. Sandra Archibald - Dean and Professor, Evans School of Public Affairs, University of Washington
Sen. Michael Balboni - Deputy Secretary for Public Safety, New York
Kathleen M. Bader - Textron Inc. Board Member
Sheriff Michael Carona - Sheriff, Orange County, California
Dr. Roxane Cohen Silver - Professor, University of California at Irvine
Dr. Ruth David - President and Chief Executive Officer, Analytic Services, Inc.
Dr. Lydia Thomas - President and Chief Executive Officer, Mitretek Systems, Inc.
Ellen Gordon - Former Administrator, Iowa Emergency Management Division
Steve Gross - President, BiNational Logistics LLC
Dr. Doug Huntt - President and Chief Executive Officer, Burlington United Methodist Family Services, Inc
Dr. Steve Kerr - Chief Learning Officer, Goldman Sachs
Supervisor Don Knabe - Supervisor, L.A. County Board of Supervisors
George Vradenburg - President, Vradenburg Foundation; former EVP for Global and Strategic Policy, AOL/Time Warner
Houston Williams - Chairman and Chief Executive Officer, Pacific Network Supply
Jack Williams - President and Chief Executive Officer, Equitech International
Judge William Webster, Ex-Officio (HSAC Chair)
Secretary James Schlesinger, Ex-Officio (HSAC Vice Chair)

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Michael Fullerton, Deputy Director, Homeland Security Advisory Committees and Director, Academe and Policy Research Senior Advisory Committee
Mike Miron, Director, State and Local Officials Senior Advisory Committee and Director, Culture Task Force
Jeff Gaynor, Director, Emergency Response Senior Advisory Committee and Director, Culture Task Force
Candace Stoltz, Director, Private Sector Senior Advisory Committee
Ruth Smith, Special Assistant
Carnes Eiserhardt, Executive Assistant
Kezia Williams, Conference Coordinator

Appendix B

Subject-Matter Experts

Joe Adamoli, Director of Internal Communications, DHS

CDR Laticia Argenti, USCG, Chief, Policy & Doctrine Development Division, DHS

Angela Drummond, President and CEO of SiloSmashers

Ron James, Senior Policy Advisor to the Under Secretary of Management, DHS

Marta Perez, Chief Human Capital Officer, DHS

Dr. Leslie Pollack, Manager, HR Research & Studies Group, Office of Personnel Management

Gale Rossides, Associate Administrator – Business Transformation and Culture, Transportation Security Administration, DHS

Dr. George Tanner, Chief Learning Officer, DHS

Michael Stroud, House Homeland Security Committee

Mark Sullivan, Director, United States Secret Service, DHS

Appendix C: U.S. Coast Guard's Commandant's Innovation Council

The Coast Guard recognizes the potential for individuals to solve organizational challenges by ingeniously applying their talents and existing resources. The Commandant's Innovation Council champions these Innovators by revealing and illuminating their ideas and evaluating them for enterprise-wide implementation. The Council acts as a catalyst for change in the way the Coast Guard conducts its Operations and Support. Among its many mandates, the Council seeks to promote an innovative culture throughout the organization; identify enabling technology; champion innovative solutions and the Coast Guard's key business processes.

The Coast Guard Innovation Initiative was formally established with the creation of the Commandant's Innovation Council in November 2000. Since its inception, the Innovation Council, which reports directly to the Chief of Staff, has provided cross-programmatic advocacy to Coast Guard personnel, units and programs while promoting an innovative culture which entertains all ideas in resolving organizational challenges.

Innovation Council Philosophy

Innovation is not a new concept, just as improving efficiency and effectiveness are age-old objectives. Across commercial and government sectors, leaders continuously search for new ways to obtain better results. The Coast Guard Innovation Initiative aids Coast Guard leaders in achieving this goal by establishing processes that seek-out, promote and help implement innovative ideas specifically designed to improve organization and program effectiveness. The Innovation Council supports this initiative by aggressively acting to prioritize and champion competing Coast Guard innovation projects and by serving as an enabler with Field Innovation Councils to ensure Coast Guard-wide initiative alignment and implementation.

Innovation Initiative Processes

To further the goals of the Innovation Initiative, the Innovation Council has established the following processes:

Innovation Venture Capital Fund

The Innovation Venture Capital Fund is used to fund innovative solutions to organizational challenges. The fund also supports the annual Innovation Exposition and Captain Neils P. Thomsen Innovation Awards program. Members and units may submit proposals to the Commandant's Innovation Council via the Innovation Database where they are evaluated for technical, business, and resource merit.

Innovation Exposition

The annual Innovation Exposition is designed to bring together Team Coast Guard, industry and other Government agencies to establish open dialogue among the technology users, innovators, academia, Research and Development Centers, and Coast Guard support elements to promote innovation. The Exposition typically is focused on major Coast Guard challenges and the agenda will consist of the full range of issues pertaining to Homeland Security and other Coast Guard mission areas. Information on the annual Innovation Exposition is promulgated via ALCOAST (All Coast Guard) Messages at the beginning of each calendar year.

Captain Neils P. Thomsen Innovation Awards

The Captain Neils P. Thomsen Innovation Award recognizes individuals or teams for their ability to develop creative ideas that have resulted in the successful implementation of an innovative solution. Individual and/or team awards can be given in four areas: (1) Science or Technology, (2) Operations or Readiness, (3) Administration, Training or Support, and (4) Commander Joel Magnussen Innovation Award for Management. Award winners will be announced at the annual Innovation Exposition. Additional information on the Captain Neils P. Thomsen Innovation Award Program, including nomination procedures, is published in COMDINST (Coast Guard Commandant Instruction) 1650.8 (series), Captain Niels P. Thomsen Innovation Award and will be announced each year via ALCOAST Messages.