

CHAPTER 14

CIVILIAN PERSONNEL MANAGEMENT

“Finding the right balance of military personnel, civilian employees, and contractors is subject to continuous evaluation and is the cornerstone of effective Army manpower management. It is readily apparent that we must define our total manpower requirements, to include a flexible workforce mix, in an integrated manner. This strategy will ensure that we can man our combat units at 100 percent, while transforming our Institutional Army to meet the future National Military Strategy. “

Robert Bartholomew III, Deputy Assistant Secretary of the Army (Force Management, Manpower & Resources)

“We must ensure the continuing development of a technically competent and confident Civilian Human Resource (CHR) team that provides customers with flexible human resource strategies and solutions to recruit and retain a highly effective, capable force.”

David L. Snyder, Deputy Assistant Secretary of the Army (Civilian Personnel Policy)

SECTION I INTRODUCTION

14-1. Chapter content

a. Civilians have been an integral and important component of the Army since the Revolutionary War. They are an integral part of the force utilized to accomplish today's multiple, complex missions. Department of the Army (DA) civilians include both appropriated and nonappropriated fund employees and comprise 20 percent of the Army's total manpower. As of September 2000, there were 221,611 U.S. citizen and 26,370 foreign national employees paid from appropriated funds (to include those Army civilians in the Civil Works Program). There were also 28,232 nonappropriated fund U.S. and foreign national full and part-time civilian employees on the rolls (Figure 14-1). These civilians are employed in over 550 different occupations with the highest concentrations in logistics, research and development, and base operations functions. Civilians are excluded from positions that by law require military incumbents or for reasons of security, maintenance of military morale and discipline, combat readiness, or military training. Additionally, there are approximately 268,000 contractor employees supporting the Army's mission. This chapter discusses the personnel management of civilians employed by the Department of the Army and its nonappropriated fund organizations, but does not address the management of contractors' employees.

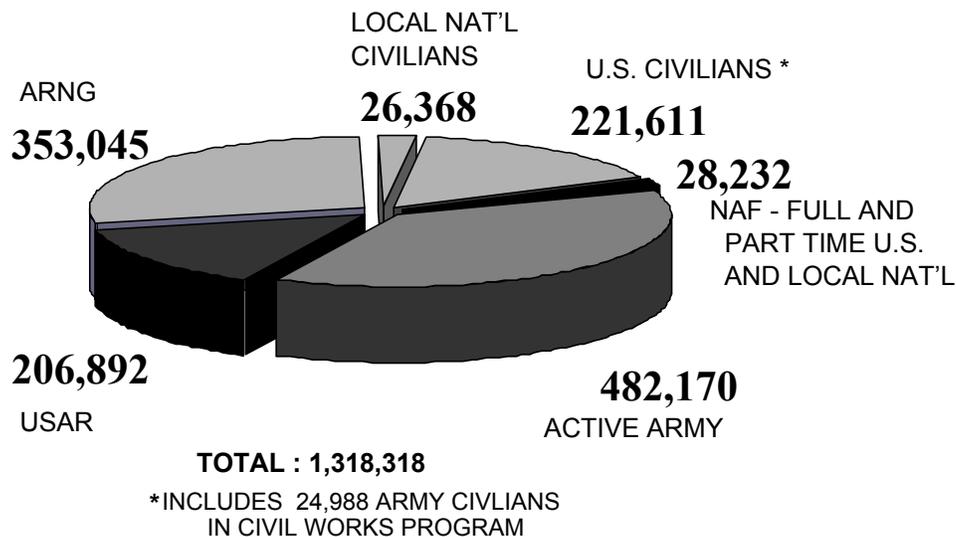


Figure 14-1. U.S. Army Assigned Strength as of 30 September 2000

b. In order to better understand the management and administrative environment within which civilian personnel management systems operate, an understanding of the types of employees and the rules and regulations that govern each of them is necessary. Because of different fund sources, laws, and regulations, personnel policies and practices differ for the various types of Army civilian employees.

14-2. Categories of civilian personnel

a. **Appropriated fund civilians.** The term appropriated funds (APF) refers to those funds provided by the Congress, normally in annual *Defense Appropriations Act* legislation. U.S. citizens and eligible U.S. aliens are paid from appropriated funds and are managed within a structure of Federal civil service laws. APF employees are further divided into two categories based on the nature of work performed. Military-function civilians perform support duties associated directly with the Army's National Military Strategy objectives. Civil-function civilians perform duties associated with the Army's Civil Works Program. Civil works includes planning, design, construction, and operation and maintenance of projects to improve the nation's water resource infrastructure, for example, navigation, flood control, and hydroelectric power, plus other civil functions prescribed by law. The laws governing APF employees are administered by the U.S. Office of Personnel Management (OPM) and will be discussed in more detail in subsequent sections of this chapter.

b. **Nonappropriated fund (NAF) civilians.**

(1) NAF employees are paid from funds generated from sales, fees, and charges to authorized patrons. This category comprises U.S. civilians; foreign nationals, usually from the local labor market; and enlisted service personnel working part-time during off-duty hours. All compete for employment on the basis of merit.

(2) NAF employees play an important role in providing morale, welfare, and recreation services to military personnel and their family members. Army clubs, guest houses, child care centers, craft shops, bowling centers, swimming pools, gymnasiums, and many other NAF activities employ a considerable number of employees at most Army installations and contribute to the overall quality of life.

c. Foreign national civilians. The Army also employs local nationals in both APF and NAF positions in overseas areas. The status of forces agreement (SOFA) in effect with a given host country forms the basis of the employment systems for these employees. Within this framework, administration must be consistent with host country practice, U.S. law, and the management needs of the Army. In some cases the host government may reimburse the salary and associated personnel costs in whole or in part.

14-3. Army workforce mix

a. Our strategic environment has changed, mandating that the Army change too. The DOD overall, and the Army specifically, have experienced numerous challenges aimed at refining and reducing the size and structure of our forces. The number and scope of the missions that the Army must perform has grown significantly since the end of the Cold War, while the Army will have downsized approximately 48 percent of its civilian employees and 38 percent of military structure from FY89 to the programmed end state in FY07. Contractor employees have offset some of these losses.

b. The Army is undergoing a fundamental change in how it defines its total manpower. The contractor workforce is being incorporated into the total need. Notably, while the in-house strength has been reducing, the contractor workforce has either stayed constant or slightly increased. The challenge is to achieve the right balance of civilian employees, contractors, and soldiers in our Army.

SECTION II ARMY CIVILIAN PERSONNEL MANAGEMENT

14-4. Decentralized management

The systems for recruiting, utilizing, developing, and sustaining DA civilians are in large part decentralized. Decentralized management of civilians is very different from the centralized management of military personnel (Figure 14-2). Most authorities for the supervision and management of civilians have been delegated through the chain of command to the lowest practicable level. Certain civilian personnel functions, however, are performed on a regional, MACOM-wide, or DA-wide basis when doing so results in more efficient operations (e.g., the Army Benefits Center-Civilian at Fort Riley provides individual employees DA-wide with counseling on their benefits and automated support for benefits changes) or when a managerial perspective above the local level is required to meet program objectives (e.g., HQDA manages the intake and training of interns in DA career programs). The Army's organization for civilian personnel management follows this concept of operations. There are approximately 107 civilian personnel advisory centers (CPACs) and 10 regional civilian personnel operations centers (CPOCs). Additionally, there are several major Army command (MACOM) civilian personnel offices involved in command management functions. Because the CPACs generally provide support on a geographic basis, in some cases Army civilian employees may work for one command but receive personnel services from a CPAC belonging to another command.

<u>Military</u>		<u>Civilian</u>
Title 10, USC	<u>Statute</u>	Title 5, USC
Rank in Person	<u>Authority</u>	Rank in Job
Fill based on structure and authorizations. Managed by USAREC, USMA, Cadet Cmd, PERSCOM, DCSPER.	<u>Acquisition</u>	Fill based on position vacancy. Managed by supervisor, Cdr, CPAC/CPOC, Career Pgm Mgr, ASA(M&RA).
Hierarchy of schools for military and leadership skills.	<u>Individual Training</u>	Functional training primarily occupation related.
Mandatory movement to meet worldwide requirements.	<u>Distribution</u>	Voluntary mobility - (generally).
Based on Army requirements - (involuntary).	<u>Deployment</u>	Voluntary- (unless part of job criteria).
Central selection and management.	<u>Professional Development</u>	Heavy decentralized management.
Contractual obligation and forced separation/retirement.	<u>Transition</u>	More individual choices and longer tenure.

Figure 14-2. Differences Between the Military and Civilian Systems

14-5. Appropriated fund civilians

a. The Congress, Office of Management and Budget (OMB), Office of the Secretary of Defense (OSD), and HQDA establish and modify manpower controls on civilian employees. The method of control may be issued in the form of legislation or administrative directive. Prior to FY85, Congress assigned Department of Defense (DOD) a civilian end strength ceiling that limited the number of civilians that could be employed on the last day of the fiscal year. The most significant problem inherent in end strength management was the inefficient practice of removing employees near the end of the fiscal year and rehiring them at the beginning of the new fiscal year. To eliminate this practice, Congress prohibited end strength ceiling management in DOD in FY85, but was quite clear in stating its desire that DOD closely manage the number of civilians employed.

b. During the year of execution, supervisors have broad choices in determining the types of civilian employees that will be employed. They may hire employees on a permanent appointment, term appointment, or temporary appointment. Term appointments allow employment for a period of more than one year but less than four years to a position where the requirement is not permanent. A temporary appointment may be for a specified period not to exceed one year. The appointment may be extended up to a maximum of one additional year or 24 months of total service. Temporary appointments may be terminated at any time upon written notice from the employing agency.

c. Permanent or temporary employees may be hired on work schedules ranging from full-time (40 hours per week) to part-time (16-32 hours per week) or intermittent (as needed). While most civilians are full-time employees with permanent appointments, the variety of appointments and work schedules enables the supervisor to tailor his or her civilian workforce to unique workload situations.

14-6. Nonappropriated fund civilians

a. NAF staffing controls are based solely on the ability to pay the number of positions deemed necessary to ensure successful mission accomplishment. Under this concept, the local activity manager develops and maintains a NAF personnel requirements document (PRD). The PRD, which requires both labor and cost schedules, is also aligned with the annual operating budget process. Approved positions and attendant funding become the basis for supervisors to fill vacant positions.

b. There are only two appointment categories, regular and flexible, and NAF supervisors have broad choices in determining the types of employees that will be hired. They may hire employees in continuing positions on a regular full-time or part-time appointment, with the latter group working a minimum 20-hour week. They may also hire employees in indefinite positions on a flexible appointment on either a scheduled or an as-needed basis. There are no upper limits to the number of hours a flexible employee may work.

c. Supervisors may also designate full-time and part-time positions as "limited tenure" to meet special work requirements that are known to be non-permanent, and will cease to be needed upon completion of the project or a projected period of time.

SECTION III

ORGANIZATION FOR CIVILIAN PERSONNEL MANAGEMENT

14-7. U.S. Office of Personnel Management (OPM)

a. OPM is the personnel agency of the executive branch charged with the mission to administer most Federal laws and Executive orders dealing with all aspects of civilian personnel management and administration in the Federal sector. Some laws and Executive orders place certain personnel management responsibilities directly on agency and department heads, subject to OPM policy and review. In other cases, OPM retains the authority to establish specific program standards and regulate and control the means of carrying out major aspects of agency or departmental personnel management operations.

b. OPM develops proposals for Federal personnel legislation and Executive orders and develops and publishes specific policies, procedures, and regulations implementing Federal personnel laws and Executive orders. It also provides testing, evaluation, and referral of job applicants to agencies; evaluates agency personnel management systems; and provides advice and assistance to agencies in developing effective personnel management programs. Further, OPM develops standards by which jobs are classified (pay systems, title, job series, and grade); administers retirement, health, and life insurance programs; and adjudicates position classification appeals.

c. Merit is the primary principle guiding OPM, OSD, and the Army in policy development and operational standards within the personnel system. The following merit principles govern all personnel practices:

(1) Recruitment from all segments of society, and selection and advancement determined solely on the basis of ability, knowledge and skills after fair and open competition.

(2) Fair and equitable treatment of all employees and applicants in all aspects of personnel management without regard to political affiliation, race, color, religion, national origin, sex, marital status, age, or disabling condition and with proper regard for their privacy and constitutional rights.

(3) Equal pay for substantially equal work within each local pay area, in keeping with work and performance distinctions.

(4) High standards of integrity, conduct, and concern for the public interest.

(5) Efficient and effective use of Federal employees.

(6) Retention of employees based on the adequacy of their performance.

(7) Effective education and training when it would result in better organizational and individual performance.

(8) Protection against arbitrary action, personal favoritism, or coercion for partisan political purposes.

(9) Prohibition against employees using their official authority or influence to interfere with elections or nominations for election.

(10) Protection against reprisal for lawful disclosures of information on violations of laws and/or mismanagement ("whistleblower" protection).

d. OPM executes, administers, and enforces civil service rules and regulations through audits, reviews and inspections. Failure on the part of agencies to observe the prescribed standards, requirements, and instructions may result in the withdrawal of personnel management authority delegated by OPM.

14-8. Other agencies with Federal government-wide authority.

In addition to OPM controls and procedures, four separate, independent Federal agencies also provide oversight to ensure that the principles of merit, labor relations guarantees, and equal employment rights are adhered to:

a. **U.S. Merit Systems Protection Board (MSPB).** The MSPB monitors the civil service system and hears and decides appeals on adverse actions. It can order corrective and disciplinary actions against an agency or an employee when it finds abuse of the merit principles.

b. **Office of Special Counsel.** The Office of Special Counsel serves as an investigator and prosecutor before the MSPB for statutorily defined prohibited personnel practices. It also provides a secure channel to address allegations involving a violation of law, rule, or regulation, or gross mismanagement, a gross waste of funds, an abuse of authority, or a substantial and specific danger to public health or safety. Allegations may be brought forward and investigated without fear of retaliation and without disclosure of identity. The *Whistleblower Protection Act* guarantees this provision.

c. **Federal Labor Relations Authority (FLRA).** The FLRA administers the Federal labor-management relations program. It resolves questions of union representation of employees; prosecutes and adjudicates allegations of unfair labor practices; decides questions of what is or is not negotiable, and reviews certain kinds of arbitration decisions on appeal.

d. **Equal Employment Opportunity Commission (EEOC).** The EEOC develops guidance for and monitors Federal agencies in development and implementation of affirmative employment program plans. The Commission monitors agency actions and efforts to increase the representation of minorities, women, and individuals with disabilities; develops policy and provides guidance on complaints; conducts hearings on complaints of discrimination; issues recommended decisions to agencies; and evaluates program effectiveness. EEOC implements the Equal Employment Opportunity (EEO) program by issuing directives and guidelines setting forth the responsibilities of Federal agencies.

14-9. Department of Defense.

Under Executive Order (EO) 9830, the President has delegated authority to agency heads, including the Secretary of Defense, to act in civilian personnel matters in accordance with applicable policies, program requirements, standards, and instructions.

a. Office of the Secretary of Defense (OSD). Within OSD, the Assistant Secretary of Defense (Force Management Policy) and the Deputy Assistant Secretary of Defense (Civilian Personnel Policy) (DASD(CPP)) have responsibility for DOD-wide Civilian Human Resource policy. In coordination with the services, and within the framework established by Federal law, Executive orders and government-wide regulations, the DASD(CPP) develops plans, policies, and programs to manage the DOD civilian workforce, including NAF and foreign national employees. Through its Civilian Personnel Management Service (CPMS), the DASD(CPP) also provides certain civilian personnel services on a DOD-wide basis.

b. DOD Office of Complaint Investigation (OCI). OCI investigates and recommends resolution options to EEO complaints and formal employee grievances not covered by negotiated grievance procedures and which have not been resolved through an informal process at the organizational or installation level. Upon request, OCI can also serve as a third party appellate review level for nonappropriated fund employees in NAF EEO cases. In a complex formal grievance of a NAF employee, or a formal grievance of an APF employee under the Administrative Grievance System, the deciding official may elect to retain the services of the OCI to review the facts and make recommendations.

14-10. Department of the Army

Authority for civilian personnel management is further delegated by the Secretary of Defense to the Secretary of the Army (SA). By General Order No. 2001-01, dated 12 January 2001, the SA has assigned full responsibility for civilian personnel management within the Army to the Assistant Secretary of the Army (Manpower and Reserve Affairs), ASA(M&RA). Responsibility for developing and implementing Army civilian personnel policy and program guidance and for making operational decisions which cannot be further delegated has been assigned to the Deputy Assistant Secretary of the Army (Civilian Personnel Policy) DASA(CPP)). (Figure 14-3)

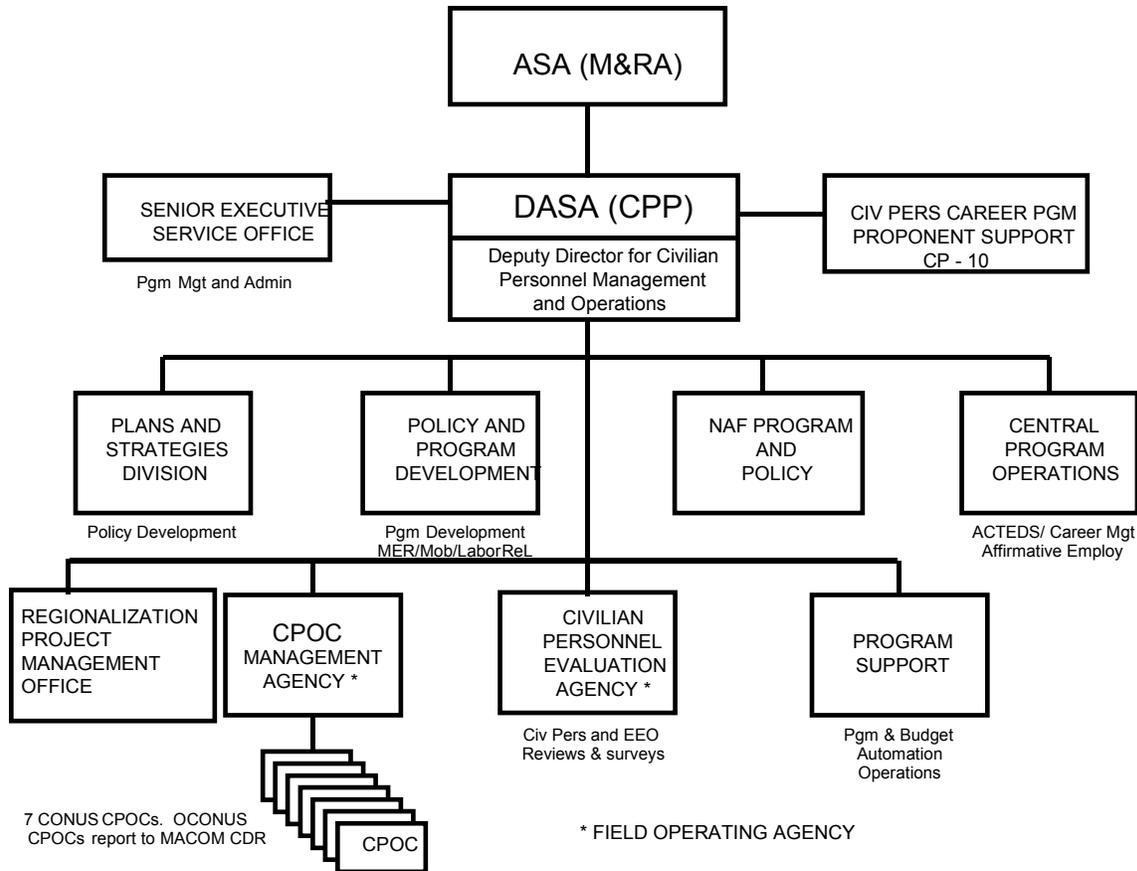


Figure 14-3. Civilian Personnel Policy and Operations Organization

a. U.S. Army Civilian Personnel Evaluation Agency (USACPEA). USACPEA is a field operating agency (FOA) of ASA(M&RA) responsible for conducting civilian personnel management and administration surveys and special Army-wide reviews. The purpose of these surveys and special reviews is to fulfill the SA oversight responsibility by assessing program effectiveness, efficiency, and compliance.

b. Army Community and Family Support Center (CFSC). CFSC is a field operating agency of the Army's Assistant Chief of Staff for Installation Management (ACSIM), HQDA. CFSC's mission is to develop and administer systems and programs for the Army family and community activities under the general heading of morale, welfare, and recreation (MWR). The CFSC administers a central referral program for specified MWR managerial jobs (both APF and NAF) and a benefits program for all Army NAF employees.

c. Intelligence Personnel Management Office (IPMO). The IPMO is a subordinate element of the Office, Deputy Chief of Staff for Intelligence (ODCSINT), HQDA. It serves as the focal point in the Army for the management of the Defense Civilian Intelligence Personnel System (DCIPS) and reports jointly to the DCSINT and the DASA(CPP). It maintains liaison with the rest of the Federal intelligence and civilian personnel management communities on civilian personnel management issues, develops policies and programs, and develops and provides civilian personnel management training and guidance. The IPMO also provides personnel management advice and assistance to CPACs and CPOCs that, in turn, provide civilian personnel management support to intelligence organizations or those with DCIPS employees.

SECTION IV CIVILIAN PERSONNEL REGIONALIZATION AND MODERNIZATION

14-11. Regionalization Initiative

a. Starting as early as 1989, a number of management initiatives focused on the DOD-wide restructuring of the civilian personnel function. These initiatives had the objective of improving efficiency of civilian personnel service delivery and reducing its costs by:

- (1)** Realigning personnel office servicing responsibility by geographic region (commonly referred to as “regionalization”)
- (2)** Enhancing automation support for civilian personnel functions
- (3)** Improving civilian personnel business practices
- (4)** The latter two purposes, taken together, represent “modernization”.

b. A primary aspect of this initiative was to achieve a servicing ratio of one civilian personnelist for every 88 customers. As a result, there were significant manpower reductions in the civilian personnel organization.

14-12. Regionalization structure

a. With the completion of regionalization in 1999, responsibilities for the delivery of civilian personnel services throughout the Army were functionally realigned under two new types of offices: Civilian Personnel Advisory Centers (CPACs) and Civilian Personnel Operations Centers (CPOCs). Typically, advisory functions requiring face-to-face interaction between personnel specialists and managers and employees reside at the CPAC (installation/activity level). Action processing, record keeping, and database management functions are centralized at one of the Army’s 10 CPOC regional offices. The commander/manager/supervisor responsibility for civilian personnel management remains unchanged. Only the administrative support functions have been realigned. The following describes the organization for regionalized service delivery and, in the next section, some of the automation initiatives supporting regionalization and systems modernization.

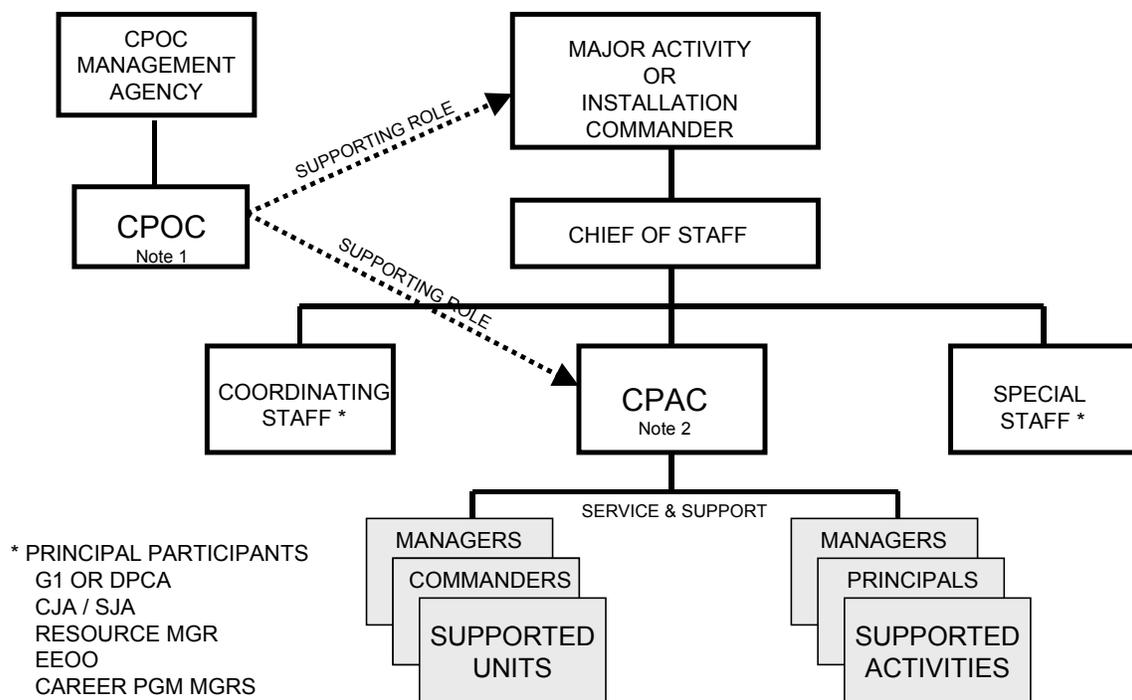
b. The Army has established 10 geographically based regions, each with a CPOC as its regional service center. The three OCONUS regions and their CPOC locations are: Europe Region-Seckenheim, Germany; Pacific Region-Fort Richardson, Alaska; and Korea Region-Taegu, Korea. Seven regions are in the Continental United States (CONUS): Southeast Region-Fort Benning, Georgia; National Capital Region-Fort Belvoir, Virginia; Southwest Region-Fort Riley, Kansas; Northeast Region-Aberdeen Proving Ground, Maryland; North Central Region-Rock Island Arsenal, Illinois; South Central Region-Redstone Arsenal, Alabama; and, the Western Region-Fort Huachuca, Arizona. Within the regions are a total of approximately 107 CPACs. Each CPAC is typically located at or near the installation(s) to which it provides advisory services.

c. The OCONUS CPOCs and CPACs are under the organizational control of the respective MACOM. Within CONUS, the ASA(M&RA) has operational control of the CPOCs, exercised through the CPOC Management Agency (CPOCMA), while the MACOM and installation commanders control the CPACs. Civilian personnel administration responsibilities in the Army are carried out by the CPAC and CPOC directors who are designated to “act for” commanders with delegated personnel management and appointing authority. These relationships are shown in Figure 14-4. To illustrate the “act for” relationship, whenever a CPOC director “signs off” on an official personnel action (such as the appointment of someone to a position), he or she is

doing so on behalf of the commander of the serviced organization, exercising that commander's personnel management authority. CPAC and CPOC directors are directly responsible to each of the commanders they service for the proper exercise of this authority.

d. Specific responsibilities are to—

- (1) Provide the civilian personnel service and assistance necessary to obtain, compensate, develop, use, and retain an effective civilian work force.
- (2) Promote equality of opportunity in the organizational units serviced.
- (3) Coordinate personnel management requirements and needs of the organizations serviced.
- (4) Provide information and staff assistance and guidance to managers and supervisors to assist them in obtaining the most effective use of civilians through improved management.



NOTES: 1. OCONUS CPOCs AND CPACs REPORT DIRECTLY TO MACOM COMMANDER
2. CPACs IN NATIONAL CAPITAL REGION REPORT TO ADMIN ASST TO SEC OF THE ARMY

Figure 14-4. Civilian Personnel Management Support Relationships

(5) Establish labor management relationships focused on supporting and enhancing the Army's national security mission and creating and maintaining a high performance workplace that delivers the highest quality products and services at the lowest possible cost. Such relationships should be committed to pursuing solutions that promote increased quality and productivity, customer service, mission accomplishment, efficiency, quality of life, employee empowerment, organizational performance, and military readiness. Consensual means of resolving disputes, such as alternate dispute resolution and interest based bargaining, should be sought.

14-13. Modernization

a. The Modern Defense Civilian Personnel Data System (“Modern DCPDS” or “the modern system”) is a collaborative effort with OSD as the program lead. The Army and other Defense Components are playing a key role in requirements development, system testing, and infrastructure procurement and installation. Deployment of the modern system began in 1999 and is targeted for completion in FY01. Once fielded throughout DOD, it will contain the world’s largest relational database, housing and processing all of DOD’s civilian HR data. The system is designed to support appropriated fund, nonappropriated fund, and local national HR operations. It offers a comprehensive array of state-of-the-art personnel processing capabilities. Managers can access organizational, historical, and employee data through a variety of reports and individual screens. Personnelists can process personnel actions, automatically interface with payroll, and generate confirming documents that can print at the originating manager’s office printer. Along the way, the action can be acted upon by those with the need and access, such as resource management for coding and budgetary data

b. A myriad of new automated tools has been developed to support remote processing and enable fewer personnelists to provide the same or better customer service. These tools include:

(1) *COREDOC*. COREDOC is a desktop computer application that produces a single core document that integrates a position description, a performance plan, basic training competencies, and knowledge, skills, and abilities (KSAs) for recruitment. By providing managerial access to a repository of occupational information, COREDOC allows the manager to classify positions, develop recruitment criteria (KSAs), establish training requirements, and create performance plans.

(2) *PERMISS*. The Personnel Management Information and Support System (PERMISS) is “an on-line supervisors’ and employees’ handbook”. It contains over 800 articles providing general civilian personnel guidance and information, with links to source and reference documents (e.g. applicable laws and regulations). PERMISS may be accessed through the Army Civilian Personnel Online (CPOL) website on the Internet. Although PERMISS is not designed to answer questions pertaining to a specific individual’s entitlements or job status, it does provide access to many of the general concepts and logic involved in making personnel decisions. It is not a forum for raising situation-specific questions, which should be answered through the supervisory chain of command or by the servicing CPAC.

(3) *Civilian Personnel Online (CPOL) Library*. Akin to PERMISS is the CPOL Library, which contains policy, and guidance documents on the management and administration of the Army civilian workforce, including newsletters, bulletins, operating manuals, directives, forms, per diem rates and salary schedules.

(4) *RESUMIX*. This staffing support tool rates, ranks and refers applicants, utilizing electronic formats. Applicants can submit resumes electronically for vacancies listed on the CPOC’s regional Internet homepage or through OPM’s electronic job vacancy sites. Personnelists can create vacancy announcements electronically and electronically match received resume to the skills identified in the advertised position.

(5) *Résumé Builder*. Résumé Builder is an on-line program for applicants to use in creating resumes and responding to vacancy announcements or data calls. It replaces a cumbersome application process and provides significant efficiencies to CPOC staffing specialists.

(6) *FASCLASS*. The Fully Automated System for Classification (FASCLASS) delivers standardized classification information to the customer’s desktop. It provides on-line access to

active position descriptions and organizational information, products that, until now, usually were available only in the CPAC.

(7) *ABC-C*. The Army Benefits Center-Civilian enables customers to access and change their civilian benefits, such as health and life insurance, over the telephone or on the Internet. ABC-C also processes employee retirements.

SECTION V

PERSONNEL MANAGEMENT AT INSTALLATION/ACTIVITY LEVEL

14-14. Personnel management responsibility and authority.

The responsibility for providing day-to-day leadership of Army civilians resides primarily at installation and activity level. The SA has delegated personnel management authority to major commanders with authority to further delegate to commanders of independent field activities. Thus, the actual management of DA civilians, including professional development, incentive awards, discipline, evaluation, and almost all other life cycle personnel functions is decentralized to installation and activity commanders and local managers and supervisors. The CPOC and CPAC organizations assist the chain of command in exercising this responsibility.

14-15. Commander responsibilities

Installation commanders are responsible for leading and managing civilian employees and are held accountable for effective utilization of their human resource assets. Responsible commanders develop, empower, and utilize subordinate supervisors, managers, and the CPAC staff to establish a work environment for positive employee motivation and high performance. Specific command responsibilities are to carry out civilian personnel management policies, procedures and programs as set forth in Title 5, United States Code - "*Government Organizations and Employees*"; Title 5, Code of Federal Regulations - "*Administrative Personnel*"; and DOD 1400.25M, "*DoD Civilian Personnel Manual*"; and other applicable laws and regulations, consistent with applicable negotiated agreements.

14-16. Supervisor responsibilities

a. Commanders generally delegate authority for leading and managing civilian employees to subordinate managers and supervisors. This carries with it specific responsibilities to—

- Maintain accurate position descriptions.
- Recruit, select, and assign employees.
- Evaluate employee performance, and train and develop employees.
- Administer award and incentive programs.
- Maintain management-employee communications.
- Administer constructive discipline.
- Maintain a positive labor-management relations program.

b. Supervisor responsibilities in each of these areas and the functional systems established to assist in carrying out these responsibilities are described below.

c. Although the Army has no formal civilian mentoring program the mentoring of civilians is encouraged at all levels. Mentoring in the context of civilian employee development focuses on enhancing the employee's career competitive status and on developing the skills, knowledge and abilities required by the organization to carry out assigned missions and functions.

Mentoring can enhance the career of the one being mentored and also has a beneficial affect on the mentor.

14-17. Maintain Accurate Position Descriptions

a. Position Classification and Pay for APF Positions.

(1) Individual positions are classified by comparison with the appropriate classification standards or guides. These are developed by OPM based on comprehensive occupational studies of representative work found in the Federal service. Army regulations assign responsibility for maintaining accurate job descriptions to supervisors. Differences in pay must be attributed to differences in the difficulty, responsibility, and skill requirements of jobs.

(2) Most positions are covered by the following pay systems: the General Schedule (GS), covers white-collar workers in professional, administrative, technical, clerical, and protective occupations; the Federal Wage System (FWS) covers workers in trades, crafts, labor, and similar occupations. Salary rates for most GS positions, to include locality pay, are based on surveys of private sector salary rates conducted by the Department of Labor. FWS wage rates are established based on local surveys of private sector rates conducted by Federal agencies in accordance with OPM policies. Personnel demonstration projects authorized by the *Defense Authorization Acts of FY95, 96, and 98*, operate under broad pay band systems rather than the GS schedule. For positions with unusual recruitment and retention problems, OPM can authorize special salary rates and agencies may use a number of other pay flexibilities, as discussed in the "recruitment" section below.

b. Position classification and pay for NAF positions.

(1) The DOD NAF pay band system is the biggest single difference in the APF and NAF rules governing employee classification and pay. Pay banding involves the establishment of several broad salary ranges and allows managers to set individual salaries within an established pay band. It is easier for managers to provide high performing NAF employees greater compensation short of a promotion action or performance award. The DOD pay band system includes all NAF clerical, administrative, sales, technical, managerial, executive, professional, and personal service positions, exclusive of child caregiving and crafts and trades positions.

(2) There are six pay bands, referred to as pay levels and identified using codes NF-1 through NF-6. They have minimum and maximum pay rates that are overlapping. The minimum and maximum rates for the first two levels and minimum only for level NF-3 are determined by locality-based wage surveys of comparable private sector jobs. Conversely, the maximum rates for NF-3 and rates for NF-4 through NF-6 are related to the Federal schedule (GS) and Senior Executive Service (SES) pay range.

(3) Child caregiving pay band positions are covered by a separate pay band system implemented in consonance with the DA caregiving personnel pay program. There are two pay bands, also referred to as pay levels, and they are distinctly identified through use of terms "Pay Band I" or "Pay Band II." The range in pay for child caregiving pay band positions is equal to the hourly rate of pay for a GS-2, Step 1, through GS-5, Step 10, and pay rates prescribed for GS child caregiving positions also apply.

(4) Crafts and trades positions are not affected by pay banding. Pay is determined through the prevailing rate system used for those positions covered under the Federal Wage System (FWS).

c. Position classification and pay for foreign national positions. These positions are generally not included in either of the pay systems described above. Employees in these positions are paid under local host-nation pay scales and conditions.

14-18. Recruit, select, and assign employees

a. Management has the right to consider candidates from all appropriate sources, including merit promotion, reinstatement and transfer eligibles, *Veterans Employment Opportunity Act (VEOA)* eligibles, individuals with severe physical or mental disabilities, family member eligibles under EO 12721, and those certified as eligible for appointment by OPM or under a delegated examining authority. In deciding which sources to tap, consideration should be given to those which are expected to produce candidates who will meet the agency's mission requirements, contribute new ideas and viewpoints, and meet the agency's affirmative action and special employment programs. Recruitment sources also encompass special employment programs, e.g., summer employment, cooperative education, upward mobility, and stay-in-school programs. Persons with statutory or priority placement rights to a vacancy must be given appropriate consideration before the normal recruitment process may proceed.

b. All personnel selection decisions must be based solely on merit based and job-related reasons.

c. In recent years the Department of the Army, like other employers, has found the recruitment and retention of highly skilled employees a challenge, particularly for jobs in shortage occupations or in locations with an especially tight labor market. In the next several years, due to an anticipated wave of retirements, DA expects to have to fill many more vacancies in a highly competitive environment. It is important, therefore, that supervisors and managers be aware that special incentives are available for staffing positions with unusual recruitment and retention problems. These incentives may include recruitment bonuses, relocation bonuses, and retention allowances (each up to 25 percent of basic pay); superior qualifications appointment (appointment at a rate above the minimum for the GS grade because of superior qualifications or a special need for the candidates' services); and special salary rates (minimum rates and rate ranges above those of the General Schedule). In addition, activities may identify local shortage positions for purposes of paying first duty station and preemployment interview travel expenses for permanent positions. Information about these and other incentives is available in PERMISS. Army employment also offers attractive leave, insurance, and retirement benefits, and typically provides a "family friendly" environment, meaningful public service work and good opportunity for training and advancement based on merit, all of which can be important tools in marketing Army as an employer.

14-19. Evaluate employee performance and administer awards/incentives programs

a. Administration of the evaluation and performance incentive functions of civilian personnel management requires managers and supervisors to exercise both leadership and fiscal responsibilities. It also requires an appreciation of the work place environment and an understanding of individual needs for counsel, recognition, and reward. The following Army civilian performance management programs are detailed in regulations and pamphlets listed in the reference section of this chapter:

(1) Performance planning and evaluation programs for SES, GS, FWS, and NAF employees.

(2) Base pay adjustment policy and procedures for all civilian employees. (SES pay increase; GS and FWS within-grade increase; NAF pay increase.)

(3) Cash and honorary award programs to recognize significant individual and group contributions. (SES performance bonus; GS and FWS performance award; GS quality step increase; time-off and honorary awards.)

(4) Policy and procedures for dealing with employees who fail to meet performance expectations.

(5) Personnel demonstration projects use systems that reward high performance or contributions to mission, and place less emphasis on longevity for pay and retention.

b. As with the military performance evaluation systems, the civilian evaluation process is designed to enhance supervisory/employee communications and day-to-day relationships to improve overall performance. At the beginning of each rating period, the rating chain and the employee agree to job requirements and develop a performance plan for the year. The performance plan should reflect the organization's mission and goals and the duties and responsibilities set forth in the individual position description. The performance plan may change during the year if the mission requires a re-ordering of responsibilities and priorities. At the end of the rating period, the rating chain compares the individual's contributions to the requirements in the performance plan and renders an overall summary rating. The summary rating is used to adjust base pay (SES only), make promotion and training decisions, document justification for performance-based cash awards and honorary awards, and give additional years' service credit for reduction-in-force seniority status. The evaluation process is also used to assist employees who experience performance problems. The counseling component may be used to help them improve to an expected level or the evaluation can serve to document removal from the position if the employee fails to meet standards. The keys to successful performance management are frequent, two-way communication and timely, appropriate action to either recognize superior contributions or correct inferior performance.

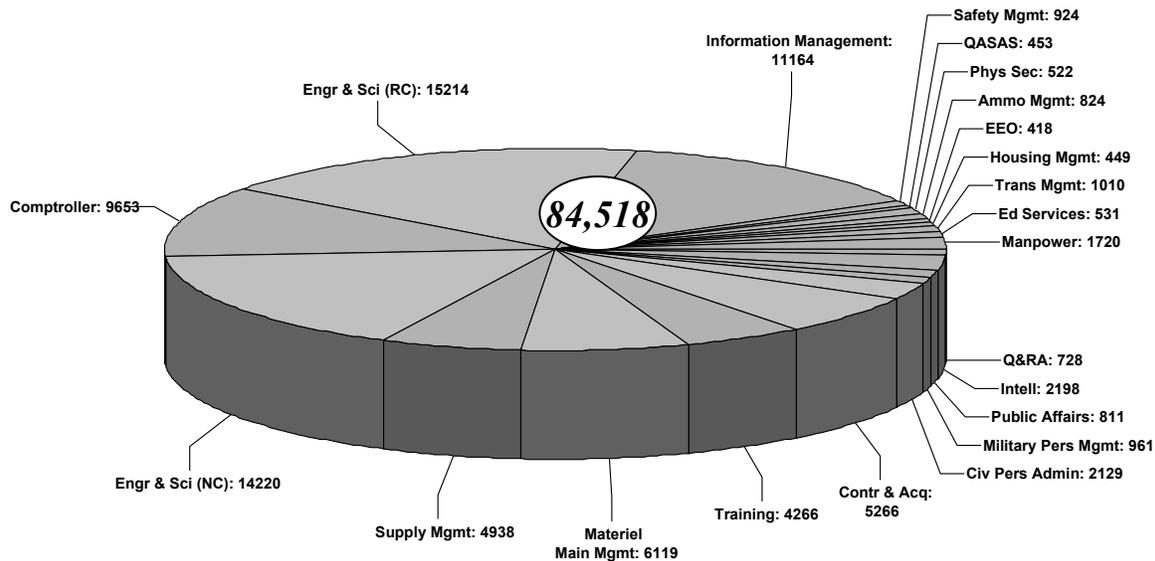
14-20. Train and develop employees

Managers and supervisors, working with the CPAC, define organizational training requirements. Based on these requirements, the CPOC develops and maintains training programs that involve all types of training activities in support of employee and organizational mission accomplishment. Training may include technical skill courses, human relations, transition (retirement) planning, leadership, and self-development (upward mobility) programs. Other training may focus on the career development requirements for a given job series. The CPOC, in coordination with CPAC and management, also develops, coordinates, and administers training and development programs which have regional application.

a. **Training programs.** Training categories cover a broad field from "executive and management" to "adult basic education." Training is classified as either short- or long-term (more than 120 days). The actual training can be delivered through on-the-job training at local activities, Army schools, DOD schools, interagency schools, formal schools, and a host of other government and nongovernment sources. Individual civilian members also compete for attendance in formal training programs such as attendance to the Army Management Staff College and the Senior Service Colleges. The AR 215-series establishes training requirements for both APF and NAF employees in morale, welfare, and recreation (MWR) activities. This training is met largely through training courses sponsored or conducted by the CFSC Training Center.

b. **Career management system.**

(1) To establish basic policies and program requirements for the intake, assignment, training, and development of employees in designated occupations, the Army developed a civilian career management system (AR 690-950). This system supports supervisors in recruiting candidates for long-term career opportunities and ensures a steady flow of capable, fully qualified, and trained personnel for Army positions in more than 22 civilian career professional, technical, and administrative fields. The relative strength in these fields is shown in Figure 14-5.



Data supplied by HQ ACPERS dated October 16, 2000

Figure 14-5. Department of the Army Civilian Career Program Strength as of October 15, 2000

(2) The career management system provides clear lines of progression to successively more responsible positions and a coordinated training and development program for occupational specialties, using both Army and outside facilities. Procedures are provided for counseling employees; planning individual development programs; and appraising employee knowledges, skills, and abilities for advancement. New employees participate in planned work or rotational assignments designed to develop technical and leadership competencies to prepare for future managerial responsibilities. The Army Civilian Training, Education and Development System (ACTEDS) is the DA-wide program by which these objectives are accomplished and funded.

(3) At the higher grade levels (typically for promotion to grades GS-13 through GS-15), candidates are considered on an Army-wide basis. Application procedures depend on the particular career program

(4) The above procedures apply to APF personnel, including those working in MWR programs. NAF employees also benefit from a central referral program. CFSC is the executive agent for NAF MWR career programs and maintains a central roster of NAF pay band employees eligible for level NF-3 and above positions. Outside applicants may also register in the program. The system provides selecting officials with names and information on employees who are interested in being considered for a given NAF position.

c. Army Personnel Proponent System (Civilians). The Army Personnel Proponent System integrates civilians into established career fields and aligns them with appropriate personnel proponents. The personnel proponents are responsible for the overall personnel life-cycle management of their respective career fields. The life-cycle structure includes the

following functions: structure, acquisition, individual training and education, distribution, deployment, sustainment, professional development, and separation. This has resulted in Army civilians becoming more closely related to their uniformed counterparts in areas of qualifications, schooling, promotion potential, and managerial responsibility.

14-21. Communication, discipline, and labor-management relations.

Supervisors are responsible for participating in the development and implementation of policies that contribute to the negotiations and administration of labor-management agreements; communicating management objectives, decisions, and viewpoints to their subordinates; and communicating their subordinates' views to higher-level management. Supervisors must analyze problems, develop solutions, and evaluate the results of decisions. The CPAC is responsible for assisting management in day-to-day business of employee performance, discipline, individual adverse actions, effective use of recognition and awards, labor-management-employee relations, administration of leave, hours of work, and monitoring of health and safety conditions.

a. If an employee believes that his or her rights have been denied, or that improper procedures have been followed, or that an action taken by management is unwarranted, he or she may utilize appropriate forums for relief. MSPB may be used for adverse actions (except a short suspension, that is, 14 days or less) and subsequently the courts may be used. Short suspensions and reprimands may be contested through the Administrative Grievance System or negotiated grievance procedures.

b. The grievance procedures, both in policy and negotiated agreement, set forth specific steps to be followed for resolving employee dissatisfaction with any aspect of working conditions, working relationships, or employment status. Army policy encourages timely resolution at the lowest level practical; however, grievances can escalate up the chain of command to a fact finder, or, if under a negotiated grievance procedure, to arbitration.

c. Negotiated grievance procedures are outlined in labor contracts which are jointly developed by management and the local labor union that is granted exclusive recognition to represent all bargaining member employees in the unit (whether the employees are union members or not). The legal basis for the labor-management relations program for Federal employees is Chapter 71, 5 USC The law states that labor organizations (unions) and collective bargaining are in the public interest and establish the rights and obligations of employees, unions, and agency management. AR 215-3 provides the framework for addressing labor-management relations for NAF employees.

d. Supervisors are obliged to maintain a willingness to bargain collectively with labor organizations. Despite earnest efforts, there may be a time when an impasse will result, and if both parties fail to resolve their differences, the law provides for a neutral third party to resolve the impasse. This is the job of the Federal Mediation and Conciliation Service (FMCS) and the Federal Service Impasses Panel (FSIP). The FMCS assists the parties in reaching a voluntary agreement. Failing this, the FSIP may impose a settlement on the parties.

e. Management should strive to ensure that non-adversarial labor-management relationships are nurtured so mission accomplishment is enhanced rather than inhibited by the labor relations process. Management is also responsible for—

(1) Negotiating in good faith regarding conditions of employment (that is, personnel policies, practices, and matters affecting working conditions).

(2) Furnishing official time to union representatives for negotiating collective-bargaining agreements and for other representational purposes as provided for by negotiated agreement.

(3) Deducting union dues from the pay of eligible employees who authorize such deductions and allotting those deductions to recognized unions.

(4) Notifying recognized unions and giving them the opportunity to be present at formal discussions between management and one or more employees.

(5) Allowing the union the opportunity to be represented at any examination of an employee pursuant to an investigation if the employee reasonably believes that the examination may result in disciplinary action and if the employee requests representation (Weingarten Right).

f. Certain ground rules are established to safeguard the basic intent of the law. The previously discussed FLRA is an independent regulatory agency headed by three members appointed by the President. The FLRA is the central policymaking body of the Federal labor-management relations program. It decides representation questions (whether a union should represent certain groups of employees), hears negotiability appeals (whether there is an obligation to negotiate on specific proposals), adjudicates unfair labor practices (ULPs) (a violation of the provisions of Title VII), and hears some appeals of arbitrators' awards.

g. Responsibilities of civilian personnel advisory center directors.

(1) The CPAC director is the designee of the installation/activity commander and, as head of the CPAC, is responsible for administering the civilian personnel management program (Figure 14-4). This does not include the commander's overall responsibility for leadership. The CPAC director has responsibility for implementation, maintenance, and evaluation of local personnel programs designed to assist supervisors with their personnel management responsibilities and achieve activity mission objectives. The CPAC Director interprets personnel policies and regulations and provides guidance and assistance in personnel matters in his or her assigned areas of responsibility. The CPAC Director must seek to ensure that management actions affecting civilian employees will enhance the Army's reputation as a good and fair employer, ensure employee productivity, support EEO, and maintain effective community relations. The CPAC Director also has oversight of the local NAF personnel program.

(2) These responsibilities would also apply to NAF activities at installations where commanders opted to more closely monitor those activities. However, for many functions, for example, recruitment, classification and pay, and so forth., the CPAC's role would be more advisory in nature at installations where commanders opted to delegate more authority and accountability for these functions to line managers.

SECTION VI

EQUAL EMPLOYMENT OPPORTUNITY IN THE FEDERAL GOVERNMENT

14-22. Equal employment opportunity statutory requirements and Army implementation

a. While it has long been the policy of the Federal Government to provide EEO on the basis of merit and fitness, the *EEO Act of 1972 (as amended)*, Public Law 95-454, and the *Civil Rights Act of 1991* placed Federal employees and agencies under the equal employment provisions of Title VII of the *Civil Rights Act of 1964*. The *EEO Act of 1972* made it unlawful to discriminate in Federal employment based on race, color, religion, sex, or national origin. The *Equal Pay Act of 1963* made it unlawful to pay a different rate to members of either sex for equal work on jobs that require substantially similar skill, effort, and responsibility under similar working

conditions. The *Age Discrimination in Employment Act of 1967* prohibits discrimination based on age. The *Rehabilitation Act of 1973* prohibits discrimination based on disabilities in employment and federally funded programs and activities funded from appropriations in Federal agencies. The *Architectural Barriers Act of 1968* prohibits discrimination based on accessibility to facilities and structures constructed, altered, or leased by Federal agencies. The *Americans with Disabilities Act of 1990* prohibits discrimination based on disability.

b. The authority to administer the Army's EEO policy and program is delegated by the SA to the ASA(M&RA) and further delegated to the Director of Equal Employment Opportunity. On the staff of the Assistant Secretary are two agencies responsible for separate aspects of the EEO program for civilians. First, the Equal Employment Opportunity Agency (EEOA) is responsible for developing DA policy, guidance, evaluation criteria and managing the affirmative employment and affirmative action programs. Second, the Equal Employment Opportunity Compliance and Complaints Review Agency (EEOCCRA)—

- (1) Develops Army policy on complaints processing.
- (2) Renders final agency action on complaints of discrimination.
- (3) Reviews mediation/alternative dispute resolution (ADR) program plans of Army commands.
- (4) Ensures compliance with equal employment opportunity commission directives.
- (5) Provides guidance to the field on new developments, be they regulatory, statutory, or trends in case law.

c. Commanders are responsible for providing sufficient resources to the EEO program to ensure efficient and successful operations. Commanders are responsible and held accountable for an effective EEO program of affirmative action and employment programs for minorities and women, and individuals with disabilities and for the administration of the discrimination complaint system for all serviced and tenant organizations.

d. The EEO officer provides commanders advice and assistance on program implementation. The EEO office is responsible for developing affirmative program plans (APP) for minorities, women, individuals with disabilities, and Disabled Veterans in accordance with guidance provided by EEOC, OPM, DOD, and DA. The EEO Officer takes the lead in the development of the plans for minorities and women. The EEO Officer provides individuals with Disabilities and Disabled Veterans advice and assistance on program implementation.

e. Army activities are responsible for development of Affirmative Employment Program (AEP) plans for minorities, women, and individuals with disabilities in accordance with guidance provided by the EEOC and DA. The CPAC normally takes the lead in development of the AEP plan at an installation for individuals with disabilities and the EEO Officer takes the lead in the development of the plan for minorities and women.

f. Commanders are responsible for leadership of affirmative action programs for minorities, women, and individuals with disabilities and for the administration of the discrimination complaint system for all serviced and tenant organizations.

14-23. The discrimination complaint process

a. Pre-complaint activity may be initiated by Army civilian employees, certain contract employees, or an applicant for an Army civilian position, who believes that he or she has been discriminated against because of race, color, religion, sex, national origin, physical or mental handicap, age and/or reprisal in an employment-related matter. Individuals from other Federal

agencies receiving Army EEO support through a servicing agreement may also initiate pre-complaint activity. During this pre-complaint (or informal) stage, the aggrieved individual may choose traditional counseling or, if offered, the aggrieved individual may choose to attempt resolution through the local alternative dispute resolution program. If the matter at issue is not resolved during the pre-complaint state, the aggrieved individual may file a formal complaint of discrimination. If the complaint is accepted, there will be an investigation. Following the investigation, the complainant has options in terms of requesting a decision on the record from EEOCRA or a hearing from an EEOC Administrative Judge. Specific procedures and time frames may be found in AR 690-600, *Equal Employment Opportunity Discrimination Complaints*.

b. Commanders should understand that the commander's decision-making options are essentially removed as soon as a formal complaint is filed. Once a complaint of discrimination has been filed, the only option available is to resolve the complaint or allow the investigation to proceed. The process requires that investigative results be provided to EEOCRA. EEOCRA makes the determination on whether to accept the recommendation by the investigative agency, that is, OCI or EEOC, and announces findings which may subsequently direct the installation commander to initiate corrective action

c. The Equal Employment Opportunity Agency makes the determination on whether to accept the recommendations by the investigative official on complaints received from individuals alleging discrimination based on facilities, and program and activities accessibility, and announces findings which may subsequently direct the installation commander to initiate corrective action. Specific procedures and processing guidelines are described in AR 600-7, *Nondiscrimination of the Basis of Disability in Programs and Activities Assisted or Conducted by the Department of the Army*.

d. The procedure does not apply to employees or applicants of the Army and Air Force Exchange Service or to non-U.S. citizens employed by DA outside the U.S. Specific procedures and time processing guidelines are described in AR 690-600, *Equal Employment Opportunity Discrimination Complaints*.

SECTION VII

SENIOR EXECUTIVE SERVICE

14-24. Senior Executive Service structure and composition

a. The Senior Executive Service (SES) was established in 1979, and brought to fruition over 40 years of efforts to create a separate system for top civilian executives within the Federal civilian service. Members of the SES are not in the competitive service like most other civilians. The SES was designed to ensure that professional civilian executive management of the government is responsive to the needs, policies, and goals of the nation.

b. OPM establishes the policies and quotas for SES positions. OSD and DA request quotas and use the allocated authorizations. Army has 294 authorizations for FY01. This quota system does not limit the number of civilian positions that are needed, but limits the number of positions that may be filled at the SES level. SES positions are positions above the GS-15 level and salaries are in the same general range as those for general officer.

c. The Army's authorized SES positions include a broad range of occupational series. Fifty-eight percent are in the fields of engineering and science. Command distribution of SES authorizations shows that Army Materiel Command (AMC), having the largest civilian population in the Army, also has the largest population of SES members (Figure 14-6). About

half the Army's SES positions are located in the National Capital Region. In the last two years, over 90 percent of the appointees to the Army's SES positions were current Army employees.

d. The Secretary of the Army delegated responsibility for the SES program to the ASA(M&RA) who is assisted by a Civilian Executive Resources Board (CERB), a committee of Secretariat and ARSTAF-level executives and general officers. Law and policy require CERB involvement in hiring, promotion, and executive development that has resulted in the board taking on a broad policy and program management and oversight responsibility. A CERB Operations Committee (CERBOC) gives operational and procedural support to the CERB in SES matters and assists in developing the Army's programs for major issues involving civilian employees in grades GS-13 to 15. The CERBOC members are principal deputies to the CERB members, or represent the ARSTAF and MACOMs with the majority of SES members and program emphasis areas. The Army SES Office develops policy for CERB approval and is the primary action office for coordination of all SES selections, executive development, and implementation of policies governing the SES.

14-25. Qualification of SES members

a. There are five executive core qualifications that all potential SES members must possess:

(1) First, "Leading Change" encompasses the ability to develop and implement an organizational vision, which integrates key national goals, priorities, values, and other factors.

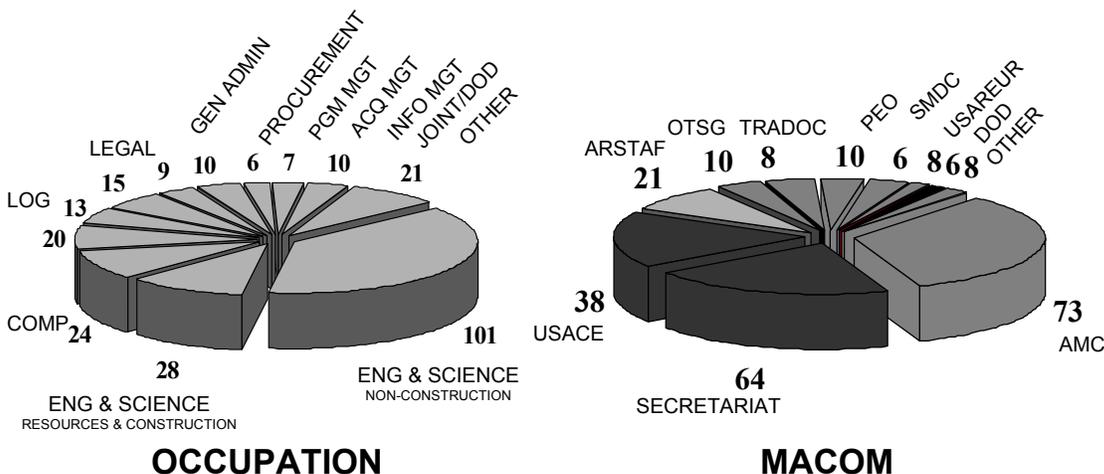


Figure 14-6. Senior Executive Service Assigned Strength as of 30 September 2000

(2) Second, "Leading People" involves the ability to design and implement strategies, which maximize employee potential and foster high ethical standards in meeting the organization's vision, mission, and goals.

(3) Third, "Results Driven" stresses accountability and continuous improvement.

(4) Fourth, "Business Acumen" involves the ability to acquire and administer human, financial, material and information resources in a manner which instills public trust and accomplishes the organization's mission, and to use new technology to enhance decision-making.

(5) Fifth, "Building Coalitions/Communication" involves the ability to explain, advocate and express facts and ideas in a convincing manner, and negotiate internally and externally. It

also involves developing an expansive network and the ability to identify the internal and external politics impacting the organization.

b. The executive development of people in GS-14 and 15 grade levels is an important command responsibility. SES members are expected to possess leadership competencies that parallel those of Army general officers. Therefore, attendance at a Senior Service College program is a highly desirable experience for civilians who aspire to SES positions. Appointment to the SES marks achievement of the highest nonpolitical civilian executive position. These positions are given protocol precedence equivalent to lieutenant general, major general, and brigadier general.

SECTION VIII MOBILIZATION PLANNING

14-26. Designation of deployable and non-deployable civilian positions

a. DA civilians are an essential part of the Total Army team and contribute significantly to the Army's efforts to accomplish its mission in peace and war. Many civilian positions are designated to reflect a required role in the event of future operations. The designation may require the incumbent to deploy or may identify a CONUS position that cannot be vacated.

b. Some important definitions falling under the heading of civilian preparedness are as follows.

(1) Key position. A position, normally in CONUS, that cannot be vacated during war or national emergency without seriously impairing the capability of the parent organization to function effectively.

(2) Emergency-essential (E-E) position. A position requiring uninterrupted performance to provide immediate and continuing support. Either it is located overseas or the incumbent may be sent overseas during a military operation.

(3) Cadre employee. Part of a nucleus of trained personnel capable of setting up new operations and training others.

(4) Alternate employee. A non-emergency employee who agrees to perform the duties of an E-E position in the absence of an E-E employee during a military operation.

(5) Contingency essential employee. A local national employee in a position equivalent to an E-E position.

14-27. Civilian personnel mobilization planning

a. The Army includes mobilization planning as an essential element of the total civilian personnel program. In those operations involving civilians in overseas areas where the potential for hostilities exist, management's planning includes identifying, training, equipping, deploying, utilizing, and redeploying emergency-essential personnel. Lessons learned from recent contingency operations have resulted in the establishment of civilian mobilization cells at ASA(M&RA), DCSPER and PERSCOM to integrate policy, execution, and deployed civilian personnel accountability systems.

b. DODD 1404.10, DODD 1400.31, DODI 1400.32, AR 690-11 and AR 215-2 provide guidance for civilian personnel mobilization planning and management for APF and NAF personnel. Based on these regulations, commanders and managers, with the assistance of CPAC staffs, develop and maintain appropriate emergency plans, procedures, standby implementation

documents, and the organizational and staffing arrangements required to plan for and manage the deployment of their civilian employees during contingencies, national emergencies, and war.

SECTION IX

DEFENSE CIVILIAN INTELLIGENCE PERSONNEL SYSTEM

14-28. Structure and composition of the Defense Intelligence Personnel System (DCIPS)

a. DCIPS employees are U.S. citizens paid from appropriated funds. Unlike most other appropriated fund civilians, they are managed through a statutorily based excepted personnel service administered by the Office of the Secretary of Defense for the DOD Intelligence Community.

b. There are currently approximately 3,700 civilians in the Army under this personnel system. The Army has included in DCIPS all employees in series and specialties with clear ties to intelligence wherever they are found. Good examples are intelligence specialists in the 132 series and intelligence assistants in the 134 series regardless of function as well as security specialists in the 080 series and security assistants in the 086 series where 51 percent or more of their duties are intelligence related (not law enforcement related). DCIPS coverage by series/function has resulted in most major commands having at least some DCIPS employees. The Army has also included in DCIPS all employees (except local nationals) in commands that have a primary intelligence mission. Therefore you will find many of the administrative, technical and support series, and a few wage grade employees in DCIPS, as well as Army's intelligence and security professionals, in such commands as the U.S. Army Intelligence and Security Command.

14-29. Relationship of DCIPS to the Army Civilian Personnel Program

a. DCIPS is considered a part of the Army's overall civilian personnel program and has tested innovative personnel management features for the Army and the Department of Defense. DCIPS is a statutorily required alternative personnel management system for intelligence personnel. DCIPS is exempt from Title 5 job classification provisions and has adopted the use of the National Security Agency's classification system to better align grades with the rest of the intelligence community. It is also exempt from many OPM hiring provisions and can directly consider applications from non-government employees through its own merit system.

b. DCIPS has chosen to follow many provisions of the OPM administered Competitive Service such as the Performance Management System. DCIPS utilizes the Total Army Personnel Evaluation System (TAPES) within Army. Civilian personnel management support for CONUS intelligence activities is being consolidated at the National Capital Region CPOC and at the Personnel and Employment Services-Washington CPAC to increase efficiency. DCIPS was implemented in FY90, first as a tri-service system known as the Civilian Intelligence Personnel Management System (CIPMS).

c. The *DOD Authorization Act of 1997* further changed DCIPS. A provision of that Act, known as the *Department of Defense Civilian Intelligence Personnel Policy Act of 1996*, combined all civilian personnel management systems for intelligence components in DOD into one broad excepted service system. The legislation, and a number of additional Administration initiatives, strives to create a broad common architecture of policies, systems and standards while protecting individual Service and agency prerogatives. Common employment and compensation architecture is planned along with inter-community rotational and development programs. Common senior leader programs are also being developed. There will be a Defense intelligence

senior leader (DISL) program for senior experts. In the first step to creation of a true DCIPS, CIPMS employees were converted to the DCIPS legal authority, and from the General Schedule (GS) to the GG schedule, during the summer of 2000.

SECTION X

SUMMARY AND REFERENCES

14-30. Summary

a. The purpose of the Army Civilian Personnel Management System is to provide a motivated and technically qualified work force to meet Army requirements. There is no doubt that the civilian work force is an integral part of the Army team. Army civilians play an important role in all our missions and share in the organization's accomplishments. The Army employs civilians because they possess unique skills, ensure operational continuity, are economical, and permit military personnel to perform pure military duties. The civilian personnel management system and its supporting policy and service organizations contribute to the overall mission.

b. The majority of civilian positions are bargaining unit positions represented by labor unions. Army leaders, be they civilian or military, must accept their labor-management responsibilities. As the Army becomes ever smaller in size the impact of the civilian workforce will significantly increase. The efficiency of our operations cannot be allowed to fall due to an unhealthy labor climate where leaders did not accept obligations to advise, consult, and bargain, as the law requires

c. As the force continues to downsize, more and more civilians will assume key roles in headquarters and support activities, schools and training centers, and base operations. For many of these important positions it may not be possible to hire people with the necessary skills. Therefore, the Army must develop civilians from within the current ranks.

d. This chapter was designed to provide only a broad overview of the Civilian Personnel Management System in order to describe how the major processes are designed to support Army leaders. It is important to understand the legal basis for the Federal Civil Service and how the Army's system works within that system and also the regulatory basis and practices for the Army's NAF Personnel System. Furthermore, commanders and managers at all levels must have a clear understanding of the nature of the civilian personnel structure, programs, and mission, as well as their responsibilities to provide effective leadership and management. DA civilians are part of an Army team comprised of a blend of people dedicated to doing the best job possible to ensure Army missions are accomplished effectively. The Army and DOD civilian personnel web sites contain a great deal of helpful information and may be accessed at cpol.army.mil and www.cpms.osd.mil, respectively.

14-31. References

- a.** Army Regulation 10-89, *U.S. Army Civilian Personnel Evaluation Agency*.
- b.** Army Regulation 570-4, *Manpower Management*.
- c.** Army Regulation 600-3, *The Army Personnel Proponent System*.