Baseline Study: Implementation of the Defense Acquisition Workforce Improvement Act (DAWIA)

AQ003R1

March 2001

Albert H. Schroetel
Delores A. Street

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Executive Summary

DoD's Acquisition 2005 Task Force report, *Shaping the Civilian Acquisition Workforce*, dated 11 October 2000, stated "The Department of Defense is on the verge of a crisis...a retirement-driven talent drain." To deal with this crisis, the report recommended several initiatives to allow "the orderly transition of the aging DoD civilian Acquisition Workforce to meet the national security requirements of the 21st century."

While the Task Force's report was being prepared, OSD's Director, Acquisition Education, Training and Career Development, tasked LMI to review the Services' and two Defense Agencies' implementation of the Defense Acquisition Workforce Improvement Act (DAWIA). This review serves as a baseline, achieving two purposes. It

- provides a foundation for comparing current programs among agencies for possible standardization and potential improvements, and
- forms a benchmark against which subsequent change can be measured.

Overall, the Services and Defense Agencies are operating solid programs to manage the acquisition workforce and are complying with DAWIA requirements. In addition, this review noted the following 15 Best Practices:[1]

- Fulfillment policy allowing equivalencies for certification (Defense Agencies).
- Acquisition Career Record Brief as the official record of certification levels (Army).
- Certification level as a key management metric (Defense Contract Management Agency [DCMA]).
- Comparable civilian and military selection folders (Army).

[1] These are noted by boxes in the margins.

- Key position nomination slates composed of both military and civilians (Navy).
- Central Referral System (Deputy Defense Acquisition Career Manager [DDACM]).
- Rotation program among local organizations (Marine Corps Systems Command [MARCORSYSCOM]).
- Defense Acquisition Corps Institute (DACI).
- Translating experience and goals into competencies (Army).
- Web-based Acquisition Leadership Effectiveness Inventory (DDACM).
- Intern Program (Navy).
- Acquisition Continuous Education Support System (DDACM).
- A competitive selection process for centrally funded training and developmental activities (Air Force).
- Competitive Development Group (Army).
- Standard language in position descriptions and employee experience (Army).

This report also identifies the following areas of concern:

- Losing some current data when the Modern System is activated (all).
- Central referral systems may not be accessible outside the parent Service (all Services).
- Slow hiring process (all).
- The Office of the Secretary of Defense commitment to fund 100 percent of certain centrally funded programs (DCMA, Defense Logistics Agency).

This review captured the programs as a snapshot in time. They will change as the initiatives recommended by the Task Force are implemented. For this reason, we recommend that a similar study or review be conducted in Spring 2002 to measure the change.

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Chapter 1
Acquisition Program Baseline Review Summary

A. BACKGROUND

In April 2000, the Director, Acquisition Education, Training and Career Development, in the Office of the Secretary of Defense (OSD) tasked LMI to review how the Services and two Defense Agencies have implemented the Defense Acquisition Workforce Improvement Act (DAWIA) and other aspects of the acquisition career program. This "baseline" review is designed to capture the current status of programs and policies affecting the management and professional development of DoD's acquisition workforce before implementing the initiatives contained in DoD's report, *Shaping the Acquisition Workforce of the Future*, released on 11 October 2000. Establishing this baseline at this time has two benefits:

- It serves as a foundation for comparing current implementation programs among agencies for possible standardization and potential improvements.
- It forms a benchmark against which subsequent change can be measured.

B. METHODOLOGY

LMI began by developing a matrix of 34 key career program features, listed in Appendix A. They were derived from the DAWIA legislation or identified by senior DoD acquisition officials as important to acquisition workforce programs and policies. LMI researchers developed an interview guide focusing on these features.

LMI interviewed representatives of the

- Director of Acquisition Career Management (DACM) for each Military Department,
- DACM for Defense Agencies (DDACM),[1]
- United States Marine Corps Systems Command (MARCORSYSCOM),

[1] We will use the general term "Defense Agencies" to refer to the DoD components outside the Military Departments. In this report, the acronym DDACM is used to indicate the Deputy DACM for the Defense Agencies.

- Defense Logistics Agency (DLA), and
- Defense Contract Management Agency (DCMA).

From these interviews and other sources such as the DACMs' Web sites, LMI summarized the status of the 34 selected features of the acquisition career programs. The research sought to identify strong areas, best practices, and areas that were troublesome to the DACMs or that needed more attention.

C. General Conclusions

Virtually all the requirements and authorities in the DAWIA legislation have been implemented throughout OSD, the Services, and the Defense Agencies. Any that have not been implemented or that are underutilized will be noted at the appropriate point in this summary. LMI was impressed by the level of innovation and energy involved in managing the acquisition workforce. While there are many differences between the Services' and Defense Agencies' Acquisition Career Management Programs (ACMPs), LMI found many strong similarities. For instance, all have issued program directives, follow DAWIA's intent in designating Critical Acquisition Positions (CAPs), and use central boards to conduct competitive selection processes (for certain training programs and key positions). When significant differences exist, they seem to result from two pivotal factors: funding and centralized versus decentralized management; we will address the latter first.

1. Centralized Versus Decentralized Management

A major factor determining the structure and operation of the various career management programs was whether centralized or decentralized fundamental management concepts were employed. Organizational structure, culture, and senior leadership have strongly influenced the DACM offices' management concepts. The Navy and the Defense Agencies have pursued a more decentralized approach to program implementation and management. The Army, in contrast, has pursued a centrally managed approach. The Air Force uses a combination.

The Navy's fundamental philosophy of operational independence for its ships' commanding officers is also practiced in the acquisition world. The DACM's office develops policy and establishes what needs to be done—and then empowers the systems commands and other subordinate units to make it happen. The DACM's office normally does not direct how to implement but provides overarching policies and guidance to acquisition organizations.

- The Navy DACM has a relatively small staff to support DACM functions full-time at Headquarters, Department of the Navy (DON): 16 people—12 DACM employees and 4 management information system (MIS) contractor support personnel. They establish general policy, oversee the DACM MIS, and centrally manage some programs (e.g., Interns, Continuous Learning (CL), Defense Acquisition University [DAU]

training, Acquisition Workforce Oversight Council [AWOC] assignments, Acquisition Corps membership, and certain waivers such as CAP tenure waivers).

- Following DACM guidance, the Navy and USMC acquisition organizations implement tailored programs. This decentralized process includes such actions as designating positions, creating developmental programs, and approving most waivers.

- The DACM office maintains close liaison with acquisition organizations (through policy and training representatives) and with functional experts in the headquarters to ensure compliance with overarching policies and guidance.

The DDACM has also used a decentralized approach, building on existing corporate human resources (HR) programs as much as possible. This DACM office has a small staff (3 full-time equivalents [FTEs]) to manage the ACMP for over 20,000 positions and people in 30 separate agencies. Each of these agencies has a primary ACMP manager and training resource manager.

- This limited DACM role and decentralization resulted from a 1992 Deputy Secretary of Defense decision to keep the DDACM staff lean (with limited funding), to deal only with the Title 10 authority of the Under Secretary of Defense (Acquisition, Technology and Logistics) (USD[AT&L]).

- Organizational relationships between the DDACM and the Defense Agencies (e.g., multiple and separate chains of command) are not generally conducive to centralized management. Each Defense Agency is separately delegated Title 5 authority that it exercises autonomously (i.e., the DDACM is not in the chain of command).

- A balance has been established: the DDACM offers cogent advice, assists and evaluates program effectiveness, while each agency exercises daily workforce management.

The Army and Air Force manage their ACMPs more centrally. The Air Force DACM's staffing is on par with that of the Navy (about 12 full-time), but the work of that staff is complemented by the work done by the career field PALACE Teams[2] at the Air Force Personnel Center, senior officer management teams on the Air Staff, and the Air Force Acquisition Training Office (AFATO) at Randolph AFB, TX. The PALACE teams centrally manage pre-existing personnel career programs by occupational series. For instance, they help develop the career progression guides, provide general career counseling, analyze promotion data, and provide lists of candidates for key positions, based on centrally established

[2] The Air Force identifies major personnel management programs as "PALACE" programs.

criteria. The AFATO assists in managing student seats for DAU and other formal school courses.

The Army's Acquisition Career Management Office (ACMO)—with the largest staff (about 42 assigned) and 3 regional offices—oversees the most centrally managed career development program. As a result, its programs are more visible at the headquarters level than those in other Services or agencies. About 150 people are assigned to the Research, Development, and Acquisition Infrastructure System Activity (RDAISA) to support the MIS. RDAISA has the most ambitious plans to expand MIS capabilities for the acquisition workforce.

2. Funding

Although the Services and Defense Agencies did not provide funding information that permitted reliable comparisons ("apples to apples"), it was clear that funding levels differ substantially.

The Army indicated the least difficulty in obtaining funding for its programs (e.g., permanent change of station [PCS], regional training, and the Competitive Development Group [CDG]). It has successfully leveraged its understanding of the planning, programming, and budgeting system (PPBS) process to establish robust professional development programs that benefit its acquisition workforce.

- Because the Army's programs are centrally managed, the headquarters staff can clearly identify their benefits and describe the penalties of failure to fund them. DACM representatives stated that the ACMO's funding requests compete very favorably with those of other program managers in the Program Objective Memorandum (POM) process.

The Navy has also been successful in obtaining additional funds through the PPBS process, allowing the Navy to triple the size of its intern program, hiring about 300 interns annually since 1996. In addition, the Navy has committed nearly $5M in additional funds to its CL program in FY01. During the past 4 years, Navy dollars committed to acquisition workforce programs under DACM control have grown from $17.6M to $39.6M.

The Defense Agencies face a substantially different picture. With few exceptions (e.g., the Ballistic Missile Defense Organization), they do not have major systems development programs like those of the Military Departments that can be tapped to fund HR development programs. Their budgets are manpower-intensive (for example, 80 percent of DCMA's budget is spent on labor costs). Increasing the professional development budget could require offsetting reductions in existing budgets for labor.

- One funding option is to under-execute FTEs. However, as noted by one Defense Agency representative, this can make subsequent HR budgets more vulnerable to reductions. Similarly, undertaking reductions-in-force in order to increase development opportunities is undesirable and would cause substantial morale problems.

- Defense Agency representatives would welcome centrally (OSD) funded programs, with two caveats: they want to maintain agency prerogatives such as selecting program participants, and they require the necessary lead-time to implement new programs.

D. Relationship to the Acquisition 2005 Task Force Report

LMI has prepared a crosswalk between this baseline study and DoD's report: *Acquisition 2005 Task Force Final Report, Shaping the Civilian Acquisition Workforce of the Future*. To increase the crosswalk's relevance, LMI addressed only those career program features that correlate to initiatives recommended by the Task Force. As a result, not all the program features under review were included in the crosswalk. Conversely, several Task Force initiatives (generally those related to recruiting, hiring, and compensating workforce members) fell outside the scope of the LMI baseline review. The crosswalk can be viewed on the Task Force's Web site.[3]

[3] Logistics Management Institute, *Acquisition Programs Baseline Review Crosswalk with Acquisition 2005 Task Force Report*, October 2000 (available at www.acq.osd.mil/yourfuture).

Chapter 2
Career Program Compliance and Best Practices

This chapter comments on several career program features for which the Services and Defense Agencies are clearly meeting DAWIA's intent—often going beyond what the legislation requires. It should be noted that many of the tools used by and for the DoD acquisition workforce members are the same as those developed by the Service or Defense Agencies (HR) community for the entire DoD workforce. This chapter also addresses those program features covered by initiatives recommended in DoD's report *Shaping the Civilian Acquisition Workforce of the Future*. For each feature, we summarize what is currently being done in the Military Services, the office of the DDACM, DLA, and DCMA.

A. Position Designation, Including Critical Acquisition Positions

DAWIA requires the Secretary of Defense to designate acquisition positions (including acquisition-related positions in several functional areas and in management headquarters and support activities) and CAPs. LMI conducted two separate studies (based on FY95 and FY97 data) on how the Services and Defense Agencies were complying with DAWIA in designating acquisition positions. Both studies concluded that DoD overall was complying with the legislation. The second study confirmed that almost 86 percent of the positions designated by the Services and Defense Agencies were correctly designated using a standardized computer-modeled algorithm.[1]

1. Specific Service/Defense Agency Position Programs

The Army's structure/position management process ensures that every acquisition position is tracked, defined, validated, and prioritized by annually reviewing the Military and Civilian Acquisition Position Lists (MAPL/CAPL). The CAPL includes only civilian positions designated as critical (e.g., CAPs), while the MAPL includes all military positions (including active, Reserve, and medical components).

[1] Logistics Management Institute, *Acquisition Positions in the Department of Defense Update*, Report AQ804T1, Tracy Urman, April 1999.

- The Army introduced the Integrated (military and civilian) Acquisition Position List (APL) in 1998. The Army plans to prioritize the APL to fill important jobs—whether designated "military only" or "neutral" positions—first. Commands and programs annually submit positions (requirements) to the APL Board, which verifies/validates them on the basis of their relation to mission.

- The Army plans to apply the military concept of a branch-qualifying position to all positions filled by Army Acquisition Corps members, including civilians. A board will identify O-4- and GS-12/13-level positions that require leadership and multi-skilled knowledge. Assignment to them would serve as a "testing ground;" successfully carrying out their duties would be recognized by central selection boards. This arrangement acknowledges the need to change job content in order to grow civilian leaders earlier in their careers than is the case at present.

Best Practice

- The Army is also developing a Common Position Format to describe each acquisition position and facilitate better person-to-job matches. By identifying what competencies are needed to get selected for the job and what competencies will probably be developed while in that job, the new format will enable people to prepare themselves better for their desired jobs. It is intended to define all positions (e.g., branch qualifying, Deputy Program Managers (DPMs), Program Managers (PMs), and CAPs) clearly and consistently so that criteria and selection methods are made very explicit.

The Navy has delegated position designation authority to its major acquisition organizations and other major claimants. Guidance was issued in the form of DoD criteria contained in DoD 5000.58R and DoD5000.52M. However, some inconsistencies in implementation have occurred.

- As part of the Re-identified Acquisition Workforce (RAWF) effort, a Navy DACM staff member chaired a team to review all acquisition positions identified under the updated Packard Methodology (approved by Congress) to ensure proper and consistent designation (which remains delegated). This team consisted of 12 to 15 people representing each of the DON major acquisition organizations.

- This team conducted business regularly via scheduled meetings, conference calls, or e-mail to discuss designations. It agreed on clarifying guidance to supplement OSD guidance and resolved inconsistencies. Positions inappropriately designated using the automated methodology were deleted from the count. However, if the position is currently a DAWIA position designated under the old methodology and is encumbered, the Navy will wait until it is vacant to delete designation. In this way, the employee will not be adversely affected by "de-designation" of the position.

Air Force unit manpower managers work with the Acquisition Professional Development Program (APDP) project officers and major command functional managers to designate positions on the basis of position responsibilities, not the incumbent or skill code. Since position responsibilities change as missions and organizations change, it's a continuous process with periodic quality checks.

- One such major revalidation effort is based on a memo issued in September 1997 by the Air Force Vice Chief of Staff. The Air Force developed a package to guide field units through the revalidation process, step by step. It involved the functional, manpower, and personnel communities as well as the unions. All field units can access this package on the Web. The current RAWF effort may re-identify positions that were eliminated from the acquisition workforce during the 1997 revalidation. Before these (or any other) changes are made locally, the current manpower process requires Headquarters USAF review.

- Positions are coded for only one acquisition functional area at any given time—e.g., either PM or test and evaluation (T&E), not both—thereby simplifying counting functional experience for certification and complying with DoD guidance.

The Defense Agencies had the highest rate of confirmed designated positions in DoD—about 97 percent. The DDACM office does not centrally control designations; instead it instructs the individual agencies to designate positions according to DoD 5000.58R.

2. CAP Designation

The Services and Defense Agencies follow DAWIA criteria to designate civilian CAPs. As a result, all civilian GS-14 and above positions are CAPs. With the exception of the Navy, all military O-5 and above positions are CAPs.

- Navy military CAP designations are a bit more complex because of the Navy's officer assignment policy of "one up and one down." In the Navy, an O-5 position can be filled not only by an O-5 but also by an O-4 or an O-6 (i.e., one rank below or above the authorization). About 50 percent of O-5 billets are designated as CAPs because the more junior O-5 billets are often filled by O-4s (and therefore not designated as CAPs). All Navy O-6 and flag officer acquisition billets are CAPs.

- In the past, the Air Force had allowed O-4 and GS-13 positions to be coded as CAPs if they met DAWIA's intent (i.e., "any other acquisition position of significant responsibility in which the primary duties are supervisory or management duties"). Because of the inconsistent application of this provision, Air Force senior acquisition leaders agreed to rescind this practice.

B. Career Field Paths

This section addresses how the Services and Defense Agencies have implemented the DAWIA provision requiring that "...appropriate career paths for civilian and military personnel who wish to pursue careers in acquisition are identified in terms of education, training, experience, and assignments necessary for career progression...to the most senior acquisition positions."

1. Specific Service/Defense Agency Programs

The Army's Acquisition Career Development Plan (ACDP) has four major processes:

- Structure/Position Management, which was discussed in the previous chapter.

- The Development Model, which focuses on functional expansion in the second of its three distinct career phases. The first phase focuses on achieving functional expertise and ends with CE status (or Army Acquisition Corps [AAC] for military officers). The second career phase allows transition to leadership, cross-functional, and broadening opportunities. In the third phase (strategic leadership), the centrally managed Best Qualified process seeks the best fit between individual expertise, leadership skills, and management requirements. The Common Position Format mentioned earlier may facilitate this matching and allow people to focus their individual development plans (IDPs) better. These mandatory IDPs reflect a 5-year plan (agreed upon by the employee and the supervisor) to meet the employee's goals through education, training, and experience opportunities.

- Career management is the process through which employees control their own career development—by establishing goals, developing IDPs to attain those goals, and communicating results through the Acquisition Career Record Brief (ACRB)/Officer Record Brief.

- The Competency Model adopts the Office of Personnel Management's (OPM's) 27 leadership competencies. OPM is training the Army Acquisition Workforce to translate past experiences and future goals into these competencies.

The Navy DACM has published specific career path guidance for each acquisition functional area through implementation of OSD's CL policy. Also, guidance is contained in DoD 5000.52M and discussed during DACM briefings to the acquisition workforce.

- The general career pattern for the DON acquisition workforce is similar to the Army's: technical expertise first, followed by supervisory jobs and cross-functional expertise, followed by managerial/leadership positions.

- Each member of the acquisition workforce is required to prepare (with his/her supervisor) and maintain a career development plan (CDP) that sets forth long- and short-term goals—such as Acquisition Professional Corps (APC) membership, certification in career field—and plans to achieve these goals. It usually covers development through Certification Level III and beyond (through CL), including supervisory/managerial training.

Because of its small numbers, the USMC's APC has not developed formalized generic career paths, but everyone is encouraged to diversify his/her knowledge and experience. IDPs are technically required for every acquisition workforce member—but the process is decentralized (between supervisor and member), with no MARCORSYSCOM oversight. However, the small size of the APC (about 1,700) allows the two career counselors to maintain personal contact with the acquisition corps members regarding their career planning.

- The most significant challenge facing the USMC is how to manage/develop the careers of its military officers. A Marine career is evaluated on the basis of warfighting Military Occupational Specialty (MOS), not the acquisition MOS. The MARCORSYSCOM is establishing partnerships with some Navy systems commands and the personnel community to identify and develop a pool of military officers to fill PM jobs in the future.

The Air Force has well-developed career field management programs for its entire civilian workforce. The functional career paths/pyramids follow the standard developmental pattern—i.e., technical expertise in a single career field first, followed by supervisory jobs and cross-functional expertise, followed by managerial/leadership positions.

- Air Force "Career Programs" for the acquisition workforce predate the advent of DAWIA. Unlike the Army's DACM office, the Air Force's DACM office did not develop these programs, because they had already been developed by the Air Force Personnel Center (AFPC) for military officers and by the Civilian Career Program Policy Councils for civilians. Devised in close coordination with the functional managers for the respective career fields, career paths are maintained by the PALACE Teams and are available on the AFPC Web site. Acquisition Corps requirements (e.g., grade, academic, experience) are also available on the Web. Employees identify their assignment, education, and training goals on their annual career enhancement plan (CEP) as part of their registration in Career Programs.

- In a 1998 career management initiative, the Air Force's Acquisition Professional Development Council merged military and civilian career management policies and processes for the PM, Contracting, and Science and Engineering career fields. The resulting career management model is based on guidance from existing civilian career policy councils, composed of senior functional leaders charged with evaluating and maintaining the health of their career fields. Both military and civilian personnel activities are colocated at Randolph AFB, TX. This initiative was designed to address shared leadership, assignment processes, and development of the acquisition workforce. Expansion to the Acquisition Logistics, Comm-Computer, and Financial Management career fields is planned in the near future.

- In addition, the Air Force corporate Executive Resource Board (ERB) Development Panel is responsible for providing corporate frameworks for civilian leadership progression through the Senior Executive Service (SES).

DLA uses the DoD DACM Acquisition Certification Program guide, the DAU standards checklist, and the USD(AT&L) official, annual update of standards as formal career progression guides. DoD 5000.58R authorizes components to issue supplemental guidelines as long as they are not in conflict with OSD standards.

- DLA has developed, and DCMA is developing, guides for their various career fields (which encompass the DAWIA workforce). These guides address experience and qualifications at the entry, mid, and executive levels. DCMA uses training matrices for specific series and grades, focusing on on-the-job training (OJT), the documentation of which is of great interest to the union.

- Cross-functional career broadening is encouraged at the mid-career and later points. More detailed information is cited with related rotation programs under the section on Rotation Policy.

2. Career Broadening in Career Fields

One of the Acquisition Workforce 2005 Task Force's initiatives is to establish career paths in order to achieve multi-functional acquisition professionals. This initiative supports the philosophy embodied in OSD's CL policy and adopted in nearly all of the Services' and Defense Agencies' career development plans. Employees are advised to seek career-broadening opportunities after they have achieved a certain level of functional technical expertise in the core career field. DoD has programs fostering the intent of this initiative—essentially, to break people out of their functional stovepipes and have them gain expertise in related acquisition career fields—and the importance of the resulting multi-functional expertise is increasingly being recognized. However, functional "stovepiping" has been prevalent in DoD for years, and major emphasis will be required to change this cultural outlook.

Throughout DoD, career plans consistently recommend training and experience in multiple functional areas for acquisition workforce members. DACMs centrally control DAU training quotas and the associated travel/per diem funds to ensure that people needing the class, or classes, for certification training get top priority. These processes are discussed in more detail in section N, "DAU Training Quotas." The next training priority goes to support cross-functional training.

C. Acquisition Corps Establishment and Membership

1. Informational Documents

The Services and Defense Agencies have established professional acquisition corps, and following guidance from DAWIA, they control who is granted membership. The Services provide comprehensive and detailed information to members of the acquisition workforce and the corps through memos, directives, and Web sites. The following are some of the documents explaining DAWIA, DoD policy, and Service-specific programs/policies to help people in their acquisition careers:

- Army Acquisition Corps/Workforce Playbook 2000
- Navy Acquisition Professionals brochure
- USMC Civilian Handbook for the Acquisition Workforce Program
- Air Force Acquisition Professional Development Guide (Web-based; accessible through the DACM home page).

The DDACM is currently preparing a similar product for the Defense Agencies that will consolidate separate publications already issued to the workforce, including

- the ACMP brochure,
- Acquisition Workforce Training Plan memoranda,
- the Development Assistance Services Program brochure,
- the Central Referral System registration booklet,
- Defense Acquisition Corps (DAC) Competency Development models, and
- the Acquisition Leadership Effectiveness Inventory (ALEI).

2. Specific Service/Defense Agency Programs

Army personnel do not enter directly into the AAC. Instead, they may apply to become CE. Upon CE Board selection, military people are accessed into Army Acquisition Workforce (AAW) and then assigned to an acquisition job. Civilians may become members of the CE program upon completing Level III certification, and then entering the AAC when assigned to a CAP (or graduating from the CDG program).

- Since AAC entry is based on assignment, the Personnel Command (PERSCOM) manages AAC membership. Everybody must have completed Level II or III certification (or mandatory training in an Acquisition Career Field) and must have signed a service obligation agreement. In addition, civilians must sign a mobility agreement.

- The CE program was developed to reduce the time needed to determine AAC membership and to focus leadership opportunities to the appropriate audience (i.e., CEs).

Criteria for DON APC membership are the same as those cited in the DoD regulation, with one exception: Unrestricted Line Officers (URLs) must also be "command screened" prior to becoming APC members. This check helps ensure the quality of the military APC members.

- Officers may request consideration for APC membership, or they may be "automatically" considered by a Military APC Administrative Board (chaired by a flag officer) that meets once or twice a year to review officer records and make APC selections. There are few waivers. Most of those granted are for the URL community (e.g., aviators, submariners). Officers "waived" into the APC receive letters from the DACM advising them that they must complete the waived training or experience requirement as soon as possible.

- Navy civilians apply for APC membership through the chain of command. Approval is delegated to the Systems Command commanders and heads of other major organizations with acquisition personnel. This authority may be redelegated. Waivers are not permitted for GS-13s (or O-4s)—they must fully meet the APC requirements. Most civilians who apply for APC membership meet APC requirements, and few waivers have been granted in the past 10 years. For civilians, waivers into the APC are granted only when the individual has been tentatively selected for a CAP but does not meet all APC requirements. While APC membership is voluntary, only APC members are assigned to CAPs. The advantages of APC membership are explained in various Navy publications.

In the Air Force, periodic computer inquiries determine whether a military person is qualified to be designated as Acquisition Corps eligible. An Air Force

employee does not become an Acquisition Corps member until assigned to a CAP. Majors (O-4s) can be Acquisition Corps members only if fully qualified and assigned to a CAP—there are no waivers for that grade. The AFPC screens military records for Acquisition Corps eligibility and quality-of-force factors before assignment to a CAP. A monthly computer run also identifies civilians who are eligible for Acquisition Corps membership. A civilian employee must be Acquisition Corps eligible or a member of the Corps to be considered for some acquisition jobs or to be hired for a CAP.

The Defense Agencies accept voluntary applications to join their all-civilian, 3,800-member DAC. DLA's and DCMA's support staff in Columbus, OH, reviews applications (available on the DLA Web page) before sending them to the approval authority. In DLA, an Acquisition Career Program Board exercises this authority; however, some agencies do not use such a board, and an official designated by the Agency/Component head serves as the approval authority. Corps membership is approved if the applicant is qualified; it is not a competitive process. GS-13s (and above) are allowed to join the DAC, forming a recruitment pool to fill CAPs (at the GS-14 level and above). Defense Agencies (and DoD 5000.58R) highly encourage DAC membership. The CAP recruitment policy for the DoD agencies is supported by the high quality of DAC membership selections. High quality is assured by agency application and review procedures that discourage waivers; fewer than one percent of DAC members have been granted waivers of DAC eligibility requirements.

D. Certification Program

1. General

LMI found that all the Services and Defense Agencies adhere to the DAWIA certification standards and the DAU catalog's standards checklist that defines requirements for progression to each level. Normally, a person must be certified at the appropriate level before being assigned to a position requiring that level of certification. In some cases, however, the person assigned is not certified but must become certified within 18 months after beginning an assignment. Each Service or agency controls waivers of this 18-month certification requirement. USMC and many Navy acquisition field activities have an automated system to send reminders to people who are approaching the deadline.

There is general reciprocity among the Services and Defense Agencies about accepting certifications, although some offices stated that they are more stringent in reviewing documentation than others.

In 1999, pursuant to statutory authorization, OSD reinstated the fulfillment policy (i.e., a process that allows equivalent courses, experience, education, or a combination of all three to meet certification training requirements). The allowable "equivalencies" are not limited to DoD experience or training.

Best Practice

In the Defense Agencies, all certification and fulfillment decisions are based on a substantive case-by-case analysis of the education, training, and experience background of every candidate for certification or fulfillment. Full credit is given in each of these transactions to education, training, and experience, whether the basis is in the DoD, non-DoD federal, non-federal public, private, or third (non-profit) sector. This approach to certification and fulfillment constitutes a good point of departure for implementing one of the Task Force's initiatives: Develop a Mechanism for Acquisition Certification of Private-Sector Accessions.

2. Specific Service/Defense Agency Programs

Best Practice

The Army has recently increased opportunities to become certified in multiple career fields. Previously, a position had to be coded for a specific functional area to count for experience in that career field. Now, an employee can submit a certification request (describing experience in resume format) to the certifying official in that particular field (via the career manager). Functional career managers identify their own certifying officials (must be Level III-certified) to ensure controls and accountability in the certification process. Upon certification, the ACMO updates the ACRB as the official record of certification levels, thereby avoiding the problem of falsified certificates.

The Navy Acquisition Executive (NAE) incorporates acquisition workforce certification metrics into his semi-annual program reviews and oversees certification goals established for the Program Executive Offices (PEOs), Direct Reporting Program Managers, and systems commands. As stated earlier, the Navy uses the DAU catalog's certification standards checklist that defines requirements for progression to each level. This is a formal program, but it is delegated to the organizations to implement. When employees enter DAWIA positions, organizations must certify them to the level of that position within 18 months. If the employee does not meet the certification required within 18 months, a waiver must be approved for that employee to remain in the job. Waiver approval levels vary by career program—levels are identified in SECNAVINST 5300.36, which is on the DACM Web site.

Air Force personnel apply for certification according to their major command procedures and can contact the major command APDP representative for details. Usually the major command functional managers process Level I and II certifications, while the DACM's office processes Level III through the respective Air Staff Functional Manager. Certification authority for the Contracting career field is delegated to major commands and to the Contracting Directorate within the Secretariat (SAF/AQC). Certificates are presented for all three levels; however, since the records are not centrally maintained, individuals are responsible for keeping copies to resolve future questions regarding their personnel records. Those civilians who are coded in the Defense Civilian Personnel Data System (DCPDS) as being CE may experience problems when the Modern System comes on line because the data may be lost; this difficulty is discussed later in Chapter 3 as a concern for the future.

Concern

Overall in DCMA and DLA, 95 percent of the DAWIA workforce is properly certified for the jobs they hold. DCMA's management metrics use certification levels as a key metric and review certification numbers on a quarterly basis. DCMA has applied very stringent management and review of the aforementioned "fulfillment" policy to ensure that its workforce doesn't sidestep essential formal training requirements.

Best Practice

E. Selection Processes for Key Positions, Including Civilian Consideration

1. General

One of DAWIA's major provisions called for a "...substantial increase in the proportion of civilians...serving in critical acquisition positions in general, in program manager positions, and in division head positions..." from 1991 to 1996. Rather than focusing on historical numbers, LMI reviewed how the Services and Defense Agencies were competitively selecting people to fill key jobs. They were all complying with another DAWIA provision "...that no requirement or preference for a member of the armed forces is used in the consideration of persons for acquisition positions..." except when a military officer is required by law or is essential to perform the function. All three Service DACMs advocate and use a Best Qualified selection process to select the best suited person for certain key acquisition positions and training opportunities, regardless of military or civilian status.

2. Specific Service/Defense Agency Programs

The Army applies Best Qualified principles throughout its competitive selection processes conducted at the headquarters level (e.g., PM/Acquisition command jobs, CDG), and by local boards. In some cases, people nominate themselves for consideration (based on their IDP), and boards consider senior rater endorsement/potential evaluations. In other cases, PERSCOM boards identify people on Relative Standing Lists for resident Professional Military Education (PME) and PM assignments.

- According to DACM representatives, the Army believes that the Best Qualified principles are the key to getting more civilians in key jobs. The Army is beginning to change the "military only" mentality for PMs and other key jobs. In recent PM/Acquisition Boards, 30 percent of those selected to be PMs were civilians. The DACM initiative to make the civilian folder look more like the military folder will facilitate true "head-to-head" competition and consideration by the boards.

Best Practice

In the Navy, the AWOC is a senior board jointly chaired by the NAE and the Vice Chief of Naval Operations (VCNO). It uses the Best Qualified policy in selecting

people to fill key acquisition positions (e.g., PEOs/Deputy PEOs, Acquisition Category [ACAT] I/II PMs/DPMs).

Best Practice

- This policy requires that these key positions be advertised throughout the DON and that selections be made without regard to military/civilian status. Slates for these key positions are composed of top-ranking civilian and military candidates.

- The AWOC meets two to three times per year and considers vacancies about 18 months into the future (for ACAT I PMs/DPMs, driven by completion of major milestones closest to the 4-year point—for others, 3 years).

- The NAE, in coordination with the VCNO, makes selections for PEO and other flag-level acquisition assignments. Since DAWIA was implemented, the Navy has seen significant growth in the number of civilians assigned to PEO positions.

In the Air Force, a Materiel Management Board (SES and general officers) convenes annually to select the best qualified military and civilian candidates for key acquisition leadership positions. Usually these positions are designated as either civilian or military positions.

F. MOBILITY

1. General

DAWIA authorizes the Secretary of Defense "...to require civilians in the Acquisition Corps to sign mobility statements." This emphasis on mobility recognizes the importance of having a worldwide pool of qualified people available to be considered for certain positions. On the basis of discussions with the Services and Defense Agencies, LMI also recognized that mobility could be achieved by moving employees among organizations and functions as well as through geography mobility.

2. Specific Service/Defense Agency Programs

In the Army, all civilian employees sign mobility agreements upon entering the Acquisition Corps. So far, however, the Army has not had to move anyone involuntarily.

- Under the Best Qualified process, civilians can apply for any PM job—and can also designate an area of consideration (regionalized application). The Army centrally funds these moves if the individual is selected. Mobility includes geography, organization, and function.

- In a Southern Region pilot program (to be expanded), organizational swaps are being used to provide greater opportunity for job variety in the local area.

The Secretary of the Navy policy encourages mobility (which does not necessarily have to be in the form of a geographic move). As a practical matter, the Navy's systems commands have experienced significant turnover in the last 10 years because of base closures, headquarters relocations, and realignments. As a result, mobility and rotation in the affected organizations has been extensive.

- These moves required realignment of functions and the establishment of new positions for those who did move, as well as new hires to replace the significant number of people (in some cases, between 50–70 percent) who chose to leave their organizations rather than relocate.

- The Navy DACM's office observed that funding plays a big part in geographic relocation. As a result, reassignments within the same organizations—or between organizations in the same local area—are the more typical mobility moves of those not induced by base closures or realignments.

Geographic mobility is difficult to execute in the USMC, because its small acquisition workforce is concentrated at MARCORSYSCOM at Marine Corps Base in Quantico, VA. Functional mobility is also limited, because many positions are one-deep. However, this situation often requires the incumbent to know a little bit about a lot of functions (e.g., PMs know logistics, T&E, etc.). Programs do exist to encourage people to attain cross-functional knowledge/skills; they will be discussed in the next chapter.

The Air Force supports geographic mobility and centrally funds moves when civilians are selected through centrally managed Career Programs (e.g., from PALACE Teams at AFPC). As a matter of published policy, the Air Force expects all GS-15s and selected employees at lower grades to be mobile.

- Mobility among organizational levels (local, center, major commands, and Headquarters U.S. Air Force) is also encouraged. The Air Force considers mobility as important for civilian career development as it is for military members.

- Because of the nature of position coding, mobility will be required in the Air Force in the future to achieve credit for broadening. Since the revalidation of acquisition positions, positions now have only one experience code and employees have to move to other positions to get experience in other functional areas. However, broadening jobs are often at the same base.

DoD 5000.58R, which pertains only to the DoD organizations outside the Military Departments, encourages civilian mobility tailored to agency conditions and

capabilities. In addition, DoDD 1400.24 (Civilian Mobility Program) directs agencies to encourage mobility after a developmental opportunity (as staffing options allow).

Best Practice

- Functional, organizational, and geographic mobility are facilitated by the unique CAP recruitment policy for the Defense Agencies—which requires all DAC members, wherever assigned, to be considered for recruitment for all CAP jobs. The DDACM publicizes career-broadening opportunities on the Central Referral System to keep interested DAC members informed of CAP vacancy announcements.

- The DDACM's CAP recruitment policy also encourages movement across organizational boundaries—and people do move. However, the Defense Agencies have experienced difficulty in getting DAC members to be selected for CAPs within the Military Departments (it appears to be easier to move in the other direction) because of restrictive consideration policies governing civilian recruitment in the Military Departments.

- DLA's Professional Enhancement Program (PEP) assigns employees outside their current activity, with the expectation that the participating employees will eventually return to their original jobs.

- It is DCMA's Executive Development Program policy to assign civilian Industrial College of the Armed Forces (ICAF) graduates to new organizations upon graduation.

G. Rotation Policy

1. General

DAWIA encourages rotation after 5 years (or major milestone completion) in a CAP position. The intent of establishing this maximum tour is to ensure the infusion of new ideas into CAPs and to create opportunities for career-broadening assignments. All Services and Defense Agencies stated that they encourage this rotation.

Broadening opportunities also apply to duty at different organizations and hierarchy levels and in related functional areas to reinforce and further develop the multi-functional acquisition workforce professionals needed in the future. Centrally managing DAU training quotas helps to increase the opportunities for cross-functional training.

2. Specific Service/Defense Agency Programs

The Army's memorandum implementing the annual review of CAP positions calls for the attention of senior leadership within each organization. It points out

that "the effectiveness of your organization is largely dependent upon how well the skills of your employees match your mission requirements." Since requirements change, it is important to review and ensure that the organization is staffed with "appropriately skilled employees." The ACMO is available to work with the organizations and local personnel offices to identify career-broadening opportunities (first, locally, and then outside the locale) for people who are good candidates for rotation.

As mentioned earlier, the recent Navy's systems commands relocations and reorganizations have resulted in extensive job turnover and rotations.

The MARCORSYSCOM commander has established several initiatives to address concerns about stovepipe specialization and lack of mobility opportunity for the assigned workforce (not just limited to the acquisition workforce). For instance, he initiated a rotation program for the financial management (FM) community (between program offices and more traditional headquarters Comptroller financial management jobs). He also encourages all employees to have subsidiary functional skills, and he funds per diem and travel to support training attendance.

Best Practice

The Air Force has centrally and locally managed career-broadening assignment programs. As noted before, not all broadening opportunities involve geographic mobility—the person (either military or civilian) may rotate among offices or organizational levels in the same local area. For example, at one Air Force Base, lieutenants rotate through two or three functions (e.g., Financial Management, Engineering, and Contracting) in their first tour—without a PCS move. Central funding of Career Program-managed moves also facilitates civilian mobility in the Air Force.

In 1997, a DDACM proposal to centrally manage a rotational program among the Defense Agencies and Military Departments was disapproved because the USD(AT&L) leadership at that time felt that the agencies were managing rotations effectively. That guidance and practice continues today. Some decentralized rotational assignments are occurring; for instance, one DCMA employee is on loan to the Air Force Space and Missile Systems Center—DCMA plans to expand this program by participating with the Army's Career Development Group. The DDACM's office assists by posting opportunities on its Web site. The Defense Leadership and Management Program (DLAMP) provides some opportunities for rotational tours.

H. Training with Industry (TWI)/Education with Industry (EWI) Programs

LMI looked at how the Services and Defense Agencies were interfacing with private industry through the TWI and EWI programs. This is an area of probable growth in the future. "The use of partnerships with industry to collaborate on research and development (R&D) projects will grow. So will the utilization of

competitive public-private partnerships, as well as commercial practices. The acquisition leadership will continue to promote the concept of increased personnel mobility between government and industry."[2]

1. Specific Service/Defense Agency Programs

The Army's TWI program includes both military officers and civilian employees. In this year-long program, approximately 7 to 10 civilians are sent to private industry annually. Centrally funded, the program is managed by the office of the Assistant Secretary of the Army (Manpower and Reserve Affairs) and applies to the entire workforce (not just the acquisition workforce). At present, most of the participants come from the Public Affairs career field. The PM indicated that she is getting numerous calls from across the Army to expand the program. The Army DACM is also working with the Ministry of Defence of the United Kingdom to exchange military acquisition officers for 1 year. During this period, the participants will obtain an acquisition-oriented master's degree and work on a 6-month program management project with industry.

The Navy is developing an EWI program for its civilian acquisition workforce and plans to initiate a pilot program in 2001 with 10 to 12 participants. Navy representatives stated that they would like EWI to be creditable toward meeting DLAMP's requirements. The OSD Office of Civilian Personnel Policy advised that it is re-examining the policy, which currently does not include rotations with industry.

- The Navy DACM is also participating in a Fellows Program with the Aerospace Industries Association (AIA). This program allows the DON acquisition professionals to work side by side with AIA personnel, involving the Navy people directly in assignments where they can learn the environment in which industry operates and how industry reacts to that environment. The first AIA selection was to be made for a late-2000 starting date.

The Air Force is revamping its EWI program by sending students to high-tech companies (not solely defense industries) so they can learn from innovative, adaptive, insightful contractors that are changing the rules of competition. The program will develop in selected officers and civilians qualities and abilities necessary for effective management and professional or technical leadership, and it will provide an understanding of organizational structure, management methods, and technologies of successful high tech companies. The revamping efforts will encompass the following:

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[2] USD (AT&L), *The Future Acquisition and Technology Workforce Report*, April 7, 2000, available at Web site http://gravity.lmi.org/futurewf.

- Treat military and civilian participants comparably: Fund civilian students from the central salary fund (allowing the organization to backfill their positions) and select participants of comparable grade/rank.
- Use EWI tours as part of the Air Force Institute of Technology (AFIT) master's degree curriculum.
- Credit EWI as an Intermediate Service School option.
- Identify follow-on tours that capitalize on EWI knowledge and experience.
- Allow tour lengths of less than 1 year.

DLA's Executive Study Program includes TWI for senior employees (GS-14/15). DLA representatives indicated that lower-graded employees may also be participating in similar local exchange programs. DCMA plans to negotiate with the union on building a TWI program that includes bargaining unit members. DCMA's Executive Study Program originally focused on exchanges with industry but recently has shifted to working with DCMA's customers (i.e., the Military Departments). In addition, DLA participates in OSD PEPs that provide rotational and development assignments to DLA employees, primarily at GS-13/15 levels. DLA/DCMA officials said it's difficult to get field support to give up an employee without a replacement.

2. TWI/EWI Alternative

The above programs require employees to physically leave their DoD positions to work in the private sector for experiential development. However, academic programs provide another way to achieve the purpose of TWI/EWI (i.e., to provide DoD acquisition personnel exposure to and knowledge of private-sector business management practices, thinking, and negotiating behavior). For instance, members of the DoD acquisition workforce attend ICAF. As part of ICAF's curriculum, students visit private industry to learn about commercial operations and practices.

Best Practice

Through the Defense Acquisition Corps Institute (DACI), the Defense Agencies place DoD civilians in formal, accredited university classroom training settings, with their private-sector peers, to study commercial business theory and practice. The DDACM has concluded from a formal evaluation that this learning technique is very effective. This approach to exposing civilians to commercial practice increases workforce participation in commercial practice development but is less expensive and avoids the problem of getting DoD employees released for physical relocations to private-sector locations (as in the traditional TWI/EWI programs). Civilians from DLA, DCMA, and eight other DoD agencies have participated in these DoD-industry training experiences. DACI is discussed in more detail under "Continuous Learning and Leadership Development" later in this summary.

I. COMPETENCIES

The Army's ACDP has adopted OPM's 27 leadership competencies in its Competency Model. Currently, the Army DACM staff is crosswalking that model with a General Accounting Office (GAO) report on human capital identifying common principles that underlie the human capital strategies and practices of private-sector organizations regularly cited as leaders in the area of human capital management.[3] OPM is training the Army Acquisition Workforce to translate past experience (resume) and future goals into a set of competencies. This is a first step in using standard language to link position descriptions and advertising, development and self-assessment, training content, record briefs, and resumes.

Best Practice

The Navy DACM staff believes that including required "universal competencies" in career development training at each certification level and in CL would be beneficial and go a long way toward helping the acquisition workforce obtain the leadership skills needed in more senior positions. Service-specific programs to incorporate leadership training for civilians are discussed under "Continuous Learning and Leadership Development" later in this summary.

In addition to the ALEI competencies, the Air Force is developing corporate competencies under its Developing Aerospace Leaders (DAL) effort. First, it will focus on officer competencies, followed by civilian leadership competencies. These will form the basis for career development for tomorrow's Air Force leaders and will be used in conjunction with the ALEI for the acquisition workforce.

In the mid-1990s, the DDACM conducted research (a precursor to the 1999 DoD Future Acquisition and Technology Workforce study) to identify the most important common competencies among superior performing DAC members (through critical incidence interviews). The resulting DAC competency model, published for use as a guide by agencies, formed the basis for periodic development opportunities offered by the DACI. The DAC competency model has recently been updated to reflect important future workforce functional competencies identified by the Future Acquisition and Technology workgroup.[4]

Best Practice

Additionally, to support its DAC-member competency model, the DDACM made a competency assessment instrument, the original OPM Leadership Effectiveness Inventory (LEI), available to DAC members in 1995. DoD agencies were provided aggregate competency assessment results for their DAC members, as requested. In November 1999, following OPM's update of the LEI to incorporate Executive Core Qualifications, the DoD DACM made Web-based ALEI assessments available to the entire DoD acquisition workforce. Agencies may also

[3] GAO, *Human Capital: Key Principles From Nine Private Sector Organizations*, Report GAO/GGD-00-28, January 2000, available at http://www.acq.osd.mil/yourfuture/story.htm#reports.

[4] USD (AT&L), *The Future Acquisition and Technology Workforce Report*, April 7, 2000, available at Web site http://gravity.lmi.org/futurewf.

request custom surveys of DAC members based on functional, process, or organizational grouping.[5]

J. CENTRAL JOB REFERRAL PROGRAM

All of the Services and Defense Agencies have tried to meet the DAWIA requirement to ensure that people "are selected for critical positions without regard to geographic location of applicants." All have some sort of centrally managed system, but it appears that these systems may not be universally accessible outside of the parent Service.

Concern

In the Military Departments, CAP vacancies are announced for worldwide applications by the personnel/HR systems. The Army hopes to capitalize on the Modern DCPDS and RESUMIX programs to facilitate computer matching of AAW members to vacancies, in addition to people volunteering and applying for positions. In the Air Force, vacancies are posted on a Service-wide site where applicants can query by occupational series/Air Force Specialty Code. Similarly, the Navy DACM office uses the Navy HR system to advertise acquisition positions. The Navy DACM office is now working with HR to highlight acquisition position vacancies for greater visibility in the HR system.

The Defense Agencies encourage geographic mobility through a CAP recruitment policy that requires all recruitments for all CAPs to consider all DAC members, wherever geographically assigned; this places responsibility for funding geographic moves on each agency with a CAP vacancy, rather than on a central PCS funding source.

To further support this approach to geographic mobility, the DDACM office administers its own Central Referral Service to ensure that notices of CAP vacancies reach well-qualified, interested candidates DoD-wide. This combination of techniques promotes functional, organizational, and geographic mobility for DAC members.

K. INTERN PROGRAMS

DAWIA stipulates that the Secretary of Defense "...shall require that each military department conduct an intern program for the purposes of providing highly qualified...individuals an opportunity for accelerated promotions, career broadening assignments, and...training to prepare them for entry into the Acquisition Corps."

In the Army, instead of being managed by the ACMO, the central intern programs are managed by the Service's personnel career field managers (for the entire ca-

[5] The LEI is used across the Federal Government to certify SES candidates and within DoD to select DLAMP participants.

reer field as opposed to only the DAWIA portion of the career field). In addition, the Army major commands manage some intern programs.

Best Practice

DoD's *Shaping the Acquisition Workforce of the Future* report identified the Navy's Acquisition Intern Program as a Best Practice. The Navy's program is by far the largest (about 700 participants currently, with a goal of 900). The Navy also has begun a pilot program with the Oak Ridge Associated Universities for the U.S. Department of Energy (ORISE) that will place recent college graduates in the DON offices (as ORISE participants) for up to 3 years.

Like the Navy, the Air Force centrally manages its intern program through the PALACE ACQUIRE team at Randolph AFB, TX. COPPER CAP is its program for interns in the Contracting field. Internships are for 3 years and include developmental rotations and permanent status at the end. The Air Force's once-robust program was adversely affected by the drawdown—but participation is growing again (340 in 1999, compared to 185 in 1997). Locally, commands (e.g., the Air Force Materiel Command) also sponsor interns. The Air Force is now studying what is the best mix of local and central programs.

DCMA recently initiated its Keystone Program, a 3-year intern program with the goal of hiring 400 interns (GS-5/7) annually. DCMA is concerned that the tight labor market may limit the Keystone Program to 200 participants in CY 2000. DLA plans to centrally hire 120 interns this year. In addition, local programs may exist among the other Defense Agencies.

L. TUITION ASSISTANCE (TA)

1. Policy

The Services and Defense Agencies fund and manage TA dollars to support the acquisition career programs. In most cases (except in the DoD Agencies), TA is approved only if it is for job-related education or training. Usually this means the educational goals to be achieved using TA must be included in the individual's CDP.[6] This ensures that government funds are being spent on programs that will benefit both the employee and DoD.

2. Specific Service Programs

In the Army, all AAW members qualify for TA funding for undergraduate courses. CEs qualify for funding of master's degree courses. Employees may also receive TA for a second master's degree, if it's in a different discipline.

The Navy intern program uses TA as a major recruitment incentive. The DACM manages the Navy's Acquisition Workforce Tuition Assistance Program

[6] This program has a different name in each Service: CDP in the Navy; IDP in the Army; CEP in the Air Force; individual plan of academic study (IPAS) in the USMC.

(AWTAP) through designated staff members in the Navy's major acquisition organizations. The AWTAP Coordinator (in Mechanicsburg, PA) handles the small number of AWTAP recipients who are not in systems commands. The DACM collects TA requirements from, and allocates funds to, 17 points of contact (POCs) in the systems commands. These POCs report quarterly to the DACM on their outlays. The Navy will pay AWTAP for the 24 academic credit hours required under DAWIA, for baccalaureate degrees, and any educational requirements "desired" for certification.

Members of the USMC acquisition workforce can take advantage of two programs: DON and MARCORSYSCOM. Under the Civilian Demonstration Project, civilian employees can also get TA for degree programs.

The Air Force plans to implement the newly authorized policy that lifts the 75 percent limit on TA for its enlisted Contracting specialists as soon as possible. This may facilitate completing the required 24 business hours in a timely manner with 100 percent TA.

The DoD Agencies have fully implemented DAWIA, which authorizes payment of TA for academic degrees. This means TA may include non-job-related academic study necessary to satisfy college or university degree requirements. The tuition policy for DoD Agencies is delineated in detail in DoD 5000.58R. This policy was adopted as the DoD-wide TA policy in "Guidelines for Tuition Reimbursement and Degree Training Programs for Acquisition Workforce Members," issued by the Deputy Under Secretary of Defense (Acquisition Reform) in January 1994. These guidelines were subsequently incorporated into the policy of the USD(AT&L) on CL issued in December 1998.

M. Continuous Learning and Leadership Development

The USD(AT&L)'s CL policy directs acquisition workforce members to participate in a wide variety of functional and technical training, academic coursework and degree programs, developmental assignments, professional activities, and leadership training/development.[7] This will allow workforce members to maintain skills in a rapidly evolving work environment while furthering their long-term professional development.

[7] Complete policy (Reform Through Learning: USD(AT&L) Policy on CL for the Defense Acquisition Workforce) is available at http:www.acq.osd.mil/ar/doc/contlear.pdf.

The policy stresses the development of more than just functional competencies. It emphasizes development of the 27 leadership competencies identified by OPM as important for effective performance. In particular, the policy specifies:

> Consonant with the premise that managers and leaders are developed over an entire career, components shall support acquisition workforce members' participation in education, training, and related activities to enable civilian and military workforce members to have early and continuing exposure to leadership skills at appropriate stages of their careers.

Acquisition professionals create their own IDPs from a variety of activities recommended at each stage of career progression. To facilitate employee planning, the policy includes developmental guides for each career field for workforce members to use in planning and tailoring learning activities to their particular goals.[8] The ALEI, mentioned earlier under "Competencies," suggests multiple activities to develop skills associated with these leadership competencies.[9]

Defense Planning Guidance was issued for the FY00 and FY01 budgets to ensure that the Military Services and Defense Agencies adequately fund the implementation of the CL policy.[10]

1. On-Line Tracking Systems

Since CL is such a critical part of all ACMPs, the Services and Defense Agencies are looking at ways to monitor its status within the workforce.

- The USMC has developed an on-line CL log that allows people to track CL points—in the same format used to request CL certification.
- The Air Force has developed an Internet-based CL tracking tool that will be available to its acquisition workforce members. It will be the official "system of record" for crediting and reporting CL activity. Later, electronic IDPs will be incorporated so supervisors and employees can better plan for CL.

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[8] DoD Policy on Continuous Learning for the Defense Acquisition and Technology Workforce, DoD Brochure ADS-00-10-BR (available through DDACM [OSD], Suite 100, Crystal Square 3, 1735 Jefferson Davis Highway, Arlington, VA 22202-3401).

[9] The ALEI is available at http://alei.doddacm.com.

[10] USD (AT&L), *The Future Acquisition and Technology Workforce Report*, April 7, 2000, available at Web site http://gravity.lmi.org/futurewf.

Best Practice

- Employees and supervisors may use the DDACM-established Acquisition Continuous Education Support System Worldwide Web site (ACQCESS) to create, update, and seek approval for IDPs, record activity completions, and obtain CL certification.[11] DCMA's Integrated Management System tracks training goals for the entire DCMA workforce and fully expects workforce members to get 40 hours of CL training annually.

2. Specific Service/Defense Agency Programs

The Army aggressively encourages its acquisition workforce to gain experience through Acquisition Education, Training, and Experience (AETE) opportunities, TWI, contingency contracting deployments (which provide operational experience), and regional training. In this last category, Regional Directors (with funds from the ACMO) work with Acquisition Career Management Advocates to develop training opportunities consistent with local needs. The CL goals of the acquisition workforce are noted in the mandatory Army IDP; this document also tracks when these goals are achieved.

In the DON, leadership programs are decentralized, and the major acquisition commands conduct their own unique developmental programs (with limited DACM oversight) for both acquisition and non-acquisition workforce personnel. All provide for rotational assignments. Examples include:

- Naval Air Systems Command (NAVAIR) Senior Executive Management Program (about 100 people per year).
- Naval Facilities Engineering Command (NAVFAC) Civilian Leadership Development Program (about 145 people per year).
- Naval Supply Systems Command (NAVSUP) Executive Development Program (about four people per year).
- Naval Sea Systems Command (NAVSEA) Commander Development Program (about 14 people per year).

The Air Force Resource Board (ERB), chaired by the Under Secretary of the Air Force, chartered a Developmental Panel (chaired by the Air Force Deputy Chief of Staff/Personnel and the Deputy Assistant Secretary of the Air Force for Manpower and Installations) to implement a civilian leadership development and sustainment process for the corporate Air Force. The Civilian Leadership Development Program under the Development Panel seeks to prepare high-potential employees for increased responsibility and shared leadership with their military counterparts.

[11] ACQCESS is located at http://acqcess.doddacm.com.

Best Practice

- One of its initiatives was to overhaul the competitive selection process for centrally funded training and developmental activities (e.g., DLAMP, Civilian Competitive Development Program [CCDP]). The CCDP covers resident PME, long-term experiential or academic programs, and short-term GS-15 executive development courses. It is designed to be proactive, logical, and responsive to corporate Air Force needs. Commanders and managers nominate individuals through command channels to the central CCDP and DLAMP selection boards. Selections are based on the "whole person" concept, job performance, post-utilization plan, and appropriateness of training at that career point.

The DDACM established the Development Assistance Services program to "achieve comprehensive DAC member development." Services include: Executive Assessments (LEI), the DACI, cross-training, and career-broadening opportunities.

- The DDACM noted that vigorous workforce development programs existed before DAWIA was passed in 1990. These programs continue to be managed by the agencies (as opposed to being managed by the DACM) and apply to the agency's entire workforce.

- For example, DLA has a series of Executive Development Programs (GS-12 to GS-15 and SES). These include 22 competitively awarded programs (e.g., Defense Resources Institute, Harvard, ICAF, etc.) that apply to the entire DLA workforce (not just acquisition), except that ICAF selects must be part of the DAC to attend the Senior Acquisition Course.

3. Mid-Level Leadership Development

Best Practice

The DoD *Shaping the Acquisition Workforce of the Future* report identified as a "Best Practice" the Army's leadership development for journeymen: the CDG. Approximately 30 civilian employees (at GS-12/13 grade level) are selected annually for this year-long program, which is managed by the DACM. Each participant develops a 3-year IDP to meet individual career development needs. This time frame allows engineers to get their contracting warrant, if desired. They receive regional training and participate actively in CL.

- Among the first CDG graduates, 17 have already been promoted, and the rest are being nominated for positions that will result in promotions.

- The CDG program is currently limited to a relatively small number of people, but it would apply to the entire AAC as an ideal result of the ACDP.

The Air Force's Civilian Development Leadership Model also focuses on what needs to be done for civilians at the mid-level point. These employees (up to GS-14) should be gaining career-broadening experience, with supervisory and

management courses and long-term CCDP activities. Career Programs are tasked to implement and tailor the "whole person" concept to meet the differing needs of the workforce.

- An Air Force-wide initiative calls for facilitating education at the journeyman level—standardizing TA rates and programs across Career Programs with possibly a separate funding line in the POM for civilian TA. Another Air Force-wide initiative seeks to increase the number of slots that will be back-filled to allow incumbents to attend long-term PME, DLAMP, and GS-15 developmental assignments.

DLA and DCMA have similar journeyman-level (GS-11/12) programs to serve as a transition between functional competence and entry into leadership positions. Annually there are about 15 participants, at a cost of $40K/person. Selections are made at the local or district level, where decisions are made regarding who needs to be developed for future leadership requirements. There is no guaranteed promotion at the end of the year-long program.

4. Training Opportunities Internal to Services or Defense Agencies

- *Florida Institute of Technology (FIT).* MARCORSYSCOM contracts with FIT's campus in Alexandria, VA, to establish and offer a course for USMC acquisition corps members to attend in lieu of DAU's Advanced Program Management Course (PMT 302). While this 8-week FIT course is not a substitute for PMT 302, the USMC representatives report it is better tailored to the requirements of officers coming from the Fleet Marine Force environment into the acquisition environment than the PMT 302 syllabus. They also feel it gives them more responsive scheduling of students.

- *The AFIT Systems Acquisition School (SAS).* SAS provides professional continuing education to the acquisition and sustainment workforce. SAS courses provide credit toward the 80 CL points required every 2 years. SAS offers courses on campus at Brooks AFB, TX; by satellite; and through the Internet via the Virtual Schoolhouse. Courses cover such topics as acquisition reform, logistics, contracting, financial management, team building, laboratory management, and pollution prevention, among others. The primary customer is the Air Force; DoD components and contractors may attend on a space-available basis.

- *Defense Acquisition Corps Institute.* The DACI is a virtual entity—fully funded and managed by the office of DACM. It provides high-priority development opportunities to DAC members, using distance learning technology whenever possible. DACI development opportunities match the exact development needs identified by DAC members, their supervisors, and the DoD Functional Boards. These opportunities are chosen to complement—not duplicate—the technical acquisition management curricula

available to DAC members through DAU and DoD Agency programs for general management development. All DACI development opportunities are announced on the DACI Web site; they include the following:

- *Topical management subjects*: The DACI offers short courses provided by leading executive education institutions live by satellite to pre-selected locations in the United States. Topical development course titles, vendors, subject matter content descriptions, participant companies, attendance limitations, locations, and dates are announced on the DACI Web site.

- *Graduate education in business*: The DACI offers DAC members an opportunity to obtain tuition-free graduate level courses in business. All graduate courses offered are part of recognized Masters of Business Administration curricula that provide well-established and versatile distance learning delivery options for students. DAC members may register for DACI-paid tuition assistance.

- *Peer learning*: The DACI has established the Defense Acquisition Corps Network for the purpose of informal communication among DAC members and rapid exchange of information across functional and organizational boundaries.

N. Defense Acquisition University Training Quotas

1. General

Under DAWIA, the Secretary of Defense (through the USD[AT&L]) established the DAU structure to provide instruction at the basic, intermediate and senior levels. LMI reviewed the process for interface, obtaining quotas, fill rates, and efficiency of use under the DAU framework.

All the Services and the DDACM have established procedures for obtaining needed certification training for their workforces. This training receives top priority. Each Service DACM office is supported by its own separate organization dedicated to administering DAWIA training requirements. Centrally managing DAU training quotas maximizes the opportunity for cross-functional training to occur in seats not needed for certification training.

2. Specific Service/Defense Agency Programs

The Army manages this process very intensively. The ACMO has three staff members dedicated full-time to central management of DAU quotas. Upon receiving a training application, the RDAISA staff checks for the prerequisite

training completion, registers through the Army Training Requirements and Resources System (ATRRS), and issues temporary duty (TDY) orders.

- The Army (like DLA and DCMA) used well over 100 percent of its FY99 quotas. This was achieved by reallocating last-minute vacancies and using other components' unfilled seats. The Army also increases cost efficiency and lowers per capita travel and per diem by maximizing on-site training, as does DLA.

"Register-Now" is the Navy system for submitting acquisition training requests. The Navy uses an open registration policy so students can submit on-line requests at any time prior to the class start date. Supervisors approve the request on-line, and it then goes to the DON Registrar, who reviews it to ensure compliance with Navy policies (re: student prioritization, appropriate travel/per diem funding, and an excellent "no show" enforcement policy that denies registration for two quarters after a student fails to show).

- "Register-Now" interfaces with ATRRS on a real-time basis. Student and supervisor notices are sent immediately upon confirmation of class registration.

- The DACM office centrally determines training requirements, and the Navy Career Management Site issues travel orders and manages all training funds.

- The Navy has also lowered its per capita travel and per diem costs for DAU course attendance through the DACM's centralized management of on-site offerings. A full-time staff of 27 in Mechanicsburg, PA, supports registration of Navy acquisition personnel in DAU courses (in addition to managing all personnel and career development aspects of the Acquisition Intern Program).

The Air Force's AFATO has a staff of about 18 assigned at Randolph AFB, TX. One of these staff members is the PM for the Acquisition Career Management System (ACMS), supported by three contractor personnel. AFATO centrally manages/administers the mandatory DAU and formal school training for both civilians and military. Its duties include determining training requirements, distributing allocations, reserving classes (through ATRRS or DAU's Operations Service System), issuing orders, ensuring course completion updates, and managing training funds.

- AFATO coordinates with about 70 field-level training representatives (mostly part-time) to use all allocated quotas fully, send only eligible students, and provide timely training for certification. These field representatives also identify requirements annually, nominate eligible students, and update training completions in individual records through mass updates to the Personnel Data System (PDS).

- AFATO's "open allocation" process lets all levels (units/individuals worldwide) know what is available so the units can best match "student to seat." Units are expected to monitor on-site or regional class availability to maximize cost-effectiveness. AFATO does not nominate for non-Air Force quotas if Air Force quotas are available (unless the offered course is in the local area or Priority I with extenuating circumstances).

The DDACM's relationship with the Defense Agencies, and its management of DAU course quotas and travel funding, are based on DoD 5000.58R policy. The annual Acquisition Workforce Training Plan announces the DoD DACM's annual sub-allocation of DAU training course quotas, and related travel funds, to the Defense Agencies. It is updated frequently and provides information and forms to administer the program (e.g., when quota managers want to exchange or turn in quotas).

- The DDACM centrally manages quotas used for all purposes, including cross-training, periodically publishing quota availability information on the Web. The DDACM confirms attendance for DAC members registered as "waits" for cross-training through the agency quota managers.

- The DCMA representative stated a desire for DAU quota allocation between the Services and Defense Agencies to reflect a "fair share" based on numbers of acquisition workforce employees.

- DCMA is not participating in the on-site training program in FY01 because of difficulty funding the facilities (classrooms) necessary to host on-site training sessions. DAU does not pay for on-site facilities (classrooms) from its central funds for workforce training. As a result, the facilities costs of workforce training are shifted to the components.

O. Management Information System

1. General

The Inter-Service Acquisition Workforce Information Technology Working Group (ISAWITWORK) was "established to share ideas, processes, and tools across DoD and to develop consistent approaches in the implementation of acquisition policy and procedures where practical." Although set up to meet quarterly, this working group meets once or twice a year. The DDACM and Defense Agencies rely on the DAWIA MIS—in contrast to the Services, which have developed stand-alone systems to provide additional data and MIS capabilities.

2. Specific Service Systems

The Army DACM database links people to positions (currently, data on 31,000 people and 23,000 positions). It provides tools to support career development and

career management functions. Inputs include personnel data, ATRRS training data, position data, and ACMO updates (e.g., certification after certifying official approval, or when AAW employees amend the hard copy of ACRB, sign it, and return it to ACMO). Outputs include the ACRB, IDP, APL, and reports.

- In the future, the DACM database plans to expand linkages to budget and system/program status (e.g., milestones). This will give the capability to forecast budget impacts on programs, force structure, and personnel. ACMO (two government civilians and three contractors) sets the user functional requirements, while RDAISA (four dedicated acquisition programmers) provides the hard/software support.

The Navy owns its Oracle-based MIS, which takes monthly extracts from 15 data sources (e.g., DCPDS, Bureau of Naval Personnel [BUPERS], USMC, manpower, ATRRS—only for training completion). The members of the DACM staff are aware that some data received from these corporate files may be faulty—but they are working with the other systems (e.g., DCPDS) to minimize errors.

- The MIS consists of individual files with search tools overlaid. The DACM office (including the AWOC), acquisition organization staff, and training/policy representatives can access and query the MIS through a Web-based tool. These queries are most frequently used to generate official reports to OSD/Defense Manpower Data Center (DMDC) and to respond to ad hoc requests for acquisition workforce characteristics and training deficiency reports (used to build training requirements).

- The MIS does not currently contain historical data, but a prototype historical system is currently undergoing T&E.

A separate USMC data system for military members (Acquisition Workforce System of Management [AWSOM]) is used for daily transactions and to comply with DoD requirements in DoDD 5000.55.

The Air Force has both centralized and decentralized data retrieval capability from the personnel records systems. PALACE Teams use their own MIS for assignments (extract from PDS). Users (headquarters and regional personnel centers, major commands, DACM office) can also access DCPDS. ACMS provides an individual's acquisition data via the Web. In addition, the ACMS Management Tool provides a Web-based query capability and metrics tool for APDP training and functional managers as well as the DACM office.

P. Increased Automation to Ease Hiring and Assignments

The Service and Defense Agency representatives stated they would benefit from increased automation in the hiring process to improve the ease and speed in hiring.

Best Practice

The Army is developing a standard language to match position descriptions and employee experience better. As mentioned earlier, this common language is based on the OPM 27 universal competencies, and it represents a first step in using standard language to link position descriptions, advertising, development, self-assessment, training content, record briefs, and resumes. This automated system could augment the current central referral system under which people would still apply for vacancies.

Concern

The Navy prefers hiring interns under the Outstanding Scholar program; it has found that the hiring process is too slow under other authorities. This slow process is a major concern for the rest of the DoD acquisition workforce facing the same tight job market: college graduates on the job hunt want a quick response—or they'll look elsewhere.

Through use of occupational skill coding, the Air Force has automatically compiled lists of qualified candidates for referral to vacancies for over 20 years. With the onset of Modern DCPDS and RESUMIX, the Air Force's Civilian Applicant Notification System (CANS) performs a similar function of matching personnel data (e.g., occupational series, grade, requested locations previously submitted by employees) to job announcements. The employees who have registered with CANS are automatically notified through e-mail when a vacancy matches their qualifications. They then have the opportunity to take the next step to apply (that is, application is not mandatory).

DoD has recently adopted an automated staffing system called RESUMIX to capitalize on using automation in the recruitment process. RESUMIX uses artificial intelligence and a large knowledge base to identify and match skills in resumes to acquisition position skills.

Chapter 3
Opportunities

This chapter identifies areas that may be either solutions or pitfalls in the future. Since many of these areas were discussed earlier in this summary, the discussion here focuses on what needs to be considered before changing the status quo.

A. Funding Geographic Mobility

As mentioned earlier, any initiative to increase PCS moves may be too expensive for some Services and Defense Agencies to implement. The Navy DACM office observed that funding plays a big part in mobility/relocation, and the very high cost of moves is an issue when advocating geographic mobility.

B. Central Job Referral Program

The DoD *Shaping the Acquisition Workforce of the Future* report recommended establishing a central DoD Acquisition Career Management Web site as a marketing tool and "getting the word out" to interested parties outside the hiring Service or Defense Agency. Such a DoD-wide Web site will increase mobility opportunities for the total acquisition workforce only if no restricted areas of consideration are imposed (for example, considering only applicants who are currently employees of the hiring component).

Currently, most people seem to take advantage of career-broadening/mobility opportunities only within their assigned Service. This might change if the Secretary of Defense were to establish a test program to assign 5 percent of Acquisition Corps members to positions in another Service or agency, as authorized by DAWIA.

C. Increased Use of Recruiting Tools for Entry Level

All interviewees reiterated the need for increased emphasis on recruiting people while they are still in college. One avenue is the intern programs currently operated by the Services and Defense Agencies, as discussed earlier in this summary under "Intern Programs." Other avenues include scholarships, cooperative education programs, and loan repayment.

1. Scholarship Programs

DAWIA (Section 1744) authorizes DoD to conduct scholarship programs. OSD ran a centrally managed scholarship program until about 1996, but then it lapsed. While this may have been appropriate during the drawdown, when none of the components were hiring, scholarships constitute an important "current authority" that should be revitalized either at the OSD level (the level at which it was authorized in DAWIA) or at the component level. However, some representatives expressed concern about the expense of scholarships and the ability to ensure that civilian employees serve out their scholarship commitments.

The DDACM also noted that DoD's original experience with scholarship authority demonstrated that it was impossible to recover the cost of the scholarship from participants who violated service agreements and resigned from government service prematurely to take higher paying jobs in the private sector. DoD also found that funds for scholarships should be closely integrated with existing TA programs for current workforce members.

2. Cooperative Education Programs

DAWIA authorizes cooperative education programs for the acquisition workforce, but implementation is extremely limited. Currently, the full potential of this tool is not being realized.

- While there may be local Co-op programs in all components, only the Army conducts a centrally managed cooperative education program—but not on a large scale. Through the Acquisition Career Education program, college sophomores and juniors begin as summer hires and are hired as interns upon graduation. This year, the Army plans to partner with James Madison University in Virginia to recruit general management degree students who are working primarily in government.

- The Navy discontinued its Acquisition Workforce centrally managed Co-op program, favoring instead an increase in its Centralized Acquisition Intern program. Its internal analysis indicated that it cost about $100K more to get a Co-op participant to the GS-12 level than to get an intern to that same level. It concluded that the intern program was more cost-effective. The DON acquisition organizations, however, may hire students under their own Co-op programs, which are not centrally-tracked or managed by the DACM.

- The Air Force has no centrally managed Co-op program, but indicated that there may be local programs.

- Similarly, the Defense Agency representatives indicated that while they have no central Co-op program, local programs may exist. They also expressed concern about being able to fund a Co-op program, citing again the funding problem addressed earlier—i.e., what element of their labor budgets (for current employees) would have to be reduced to offer this developmental opportunity for college students?

3. Loan Repayment

The Secretary of Defense has not implemented the DAWIA provision to "repay all or part of a student loans...for an employee of DoD appointed to an acquisition position." Even if this statutory authority were implemented, there would still be the funding issue for some of the Services or Defense Agencies. For instance, DLA and DCMA would have to fund it from other labor programs (encountering the same problem as funding co-ops).

D. TUITION ASSISTANCE

The Services and Defense Agencies offer active TA programs. Some improvements can be made to make them even more valuable tools for recruitment/retention and to encourage self-improvement.

1. Job-Related Restrictions

Unlike the policy in the DoD Agencies, the current policy of the Services to fund TA only as long as it's job related may inhibit taking full advantage of the existing statutory authority to pay for degrees as a workforce incentive.

2. Change Management Center (CMC)

DLA and DCMA representatives support the centrally funded programs like the CMC (of the Commercial Business Environment [CBE]), under which OSD originally committed to 100 percent TA (at $200 to $1K/credit hour). However, some problems occurred in the activation of this program.

Concern

- There was concern that OSD would not be able to honor its original commitment to pay 100 percent of the tuition. The DCMA representative stated that his agency couldn't pick up the difference between 100 percent and what its policy supports (a maximum of $188/hour or $3,500/year). Until this concern was resolved (with OSD paying), there were morale problems and the possibility that labor relations issues would be raised.

- The short deadlines for applications didn't allow agencies time to select the most appropriate courses for their best qualified employees. Also, because of the short lead-time before class start dates, people couldn't plan their attendance. Very short deadlines, without any previous program

announcement, may have made the OSD chain of command appear unprofessional to field employees. The DoD DACM is working with the Director, CBE/CMC to establish proper protocol for student registration.

E. Special Pay and Other Benefits

The Service and Defense Agency DACM offices indicated that they use only the special incentive programs or pays authorized by OPM. Section 317 of Title 37 United States Code (U.S.C.) authorizes the department to pay an annual retention bonus of up to 15 percent of base pay to military officers in CAPs who are retirement-eligible if they execute in writing an agreement to remain on active duty at least one additional year. However, OSD and the Service Departments have elected not to use this authority.

The Federal Employees Pay Comparability Act of 1990 (FEPCA), Title 5, authorized the Services and Defense Agencies to pay recruitment, relocation, and retention allowances (up to 25 percent of base pay) to civilian employees. These discretionary authorities are designed to help alleviate employee recruitment and retention problems. The Services and Defense Agencies should consider using these authorities as funding for the workforce expansion envisioned by the Acquisition 2005 Task Force.

F. Modern System for Civilian Employees

The Air Force expressed some concern about the capability of the Modern System currently being developed for the entire civilian workforce (not just acquisition personnel). The DACM staff believes that the proposed system should solve the problem of the DCPDS not flowing data for inter-Service transfers of civilian employees. However, it won't be the total solution, because the Air Force updates a more comprehensive data record than will be covered by the Modern System. Since the latter contains only "common core" elements of all Services, the Air Force will lose the experience history currently captured in its legacy system.

- Because certification records are not centrally maintained, but instead documentation is kept in personnel records, this may create problems in verifying certification for civilian employees.
- The loss of this experience data also may reduce the functionality of the Air Force's automated job matching and merit selection process.

Concern

All of the Services and Defense Agencies are affected by the loss of historical experience data in the Modern System. Each Service and Defense Agency must develop alternative sources of historical experience date if needed, to support automated systems for acquisition workforce management.

Appendix A
Acquisition Career Program Features

Career program area	Feature and applicable DAWIA section (when relevant)
Program Management Infrastructure	Management Staffing
	Issuance of Component Program Directives
	Designation of FAs and FIPTS (for OSD /AR)
	Acquisition Career Program Boards (section 1706)
Define Acquisition Positions	Position Designation (section 1721)
	Identification of Critical Acquisition Positions (section 1733 (b))
Acquisition Corps Management	Career Field Path/Level Construct (section 1722(a))
	Establishment and Membership of Acquisition Corps (sections 1731 and 1732)
	Certification Program (including critical positions)
	Military Promotion Controls (section 1731(b))
	Civilian Promotion Management
	Civilians in Key Positions
	Tenure (Min. Tour) Policy (sections 1722(f) and 1734)
	Waiver Program
	Mobility (section 1734 (e))
	Rotation (Max. Tour/cross-functional) Policy (section 1734 (e))
	Exchange Program
	Selection Processes
	Special Development Programs
	Competencies
	Performance Evaluation (section 1722(g))
	Centralized Job Referral Program (section 1734(f))
Education and Training	Intern Program (section 1742)
	Cooperative Education Program (section 1743)
	Scholarship Program (section 1744)
	Tuition Assistance/Loan Repayment (section 1745)
	Training Programs
	Continuous Learning Program
	Defense Acquisition University
Management Systems and Other Provisions	Uniform Implementation (section 1701 (b))
	Special Pay and Other Benefits
	Management Information System (section 1761)
	Information Dissemination and Communications
	Funding

Appendix B
Abbreviations

AAC	Army Acquisition Corps
AAW	Army Acquisition Workforce
ACAT	acquisition category
ACDP	Acquisition Career Development Plan (Army)
ACMO	Acquisition Career Management Office (Army)
ACMP	Acquisition Career Management Program
ACMS	Acquisition Career Management System (Air Force)
ACQCESS	Acquisition Continuous Education Support System
ACRB	Acquisition Career Record Brief
AETE	Acquisition Education, Training, and Experience (Army)
AFATO	Air Force Acquisition Training Office
AFIT	Air Force Institute of Technology
AFPC	Air Force Personnel Center
AIA	Aerospace Industries Association
ALEI	Acquisition Leadership Effectiveness Inventory
APC	Acquisition Professional Corps (Navy and Marine Corps)
APDP	Acquisition Professional Development Program (Air Force)
APL	Acquisition Position List (Army)
ATRRS	Army Training Requirements and Resources System
AWOC	Acquisition Workforce Oversight Council (Navy)
AWSOM	Acquisition Workforce System of Management (Marine Corps)
AWTAP	Acquisition Workforce Tuition Assistance Program (Navy)
BUPERS	Bureau of Naval Personnel
CANS	Civilian Applicant Notification System
CAP	Critical Acquisition Position

CAPL	Civilian Acquisition Position List (Army)
CBE	Commercial Business Environment
CCDP	Civilian Competitive Development Program (Air Force)
CDG	Competitive Development Group (Army)
CDP	career development plan (Navy)
CE	Corps Eligible (Army)
CEP	career enhancement plan (Air Force)
CL	Continuous Learning
CMC	Change Management Center
DAC	Defense Acquisition Corps
DACI	Defense Acquisition Corps Institute
DACM	Defense Acquisition Career Manager
DAL	Developing Aerospace Leaders
DAU	Defense Acquisition University
DAWIA	Defense Acquisition Workforce Improvement Act
DCMA	Defense Contract Management Agency
DCPDS	Defense Civilian Personnel Data System
DDACM	Deputy Defense Acquisition Career Manager (Defense Agencies)
DLA	Defense Logistics Agency
DLAMP	Defense Leadership and Management Program
DMDC	Defense Manpower Data Center
DON	Department of the Navy
DPM	Deputy Program Manager
ERB	Executive Resource Board (Air Force)
EWI	Education with Industry
FEPCA	Federal Employees Pay Comparability Act of 1990
FIT	Florida Institute of Technology (Marine Corps)
FM	financial management
FTE	full-time equivalent
GAO	General Accounting Office
HR	human resources
ICAF	Industrial College of the Armed Forces

IDP	individual development plan
IPAS	individual plan of academic study (Marine Corps)
ISAWITWORK	Inter-Service Acquisition Workforce Information Technology Working Group
LEI	Leadership Effectiveness Inventory
MAPL	Military Acquisition Position List (Army)
MARCORSYSCOM	Marine Corps Systems Command
MIS	management information system
MOS	Military Occupational Specialty
NAE	Navy Acquisition Executive
NAVAIR	Naval Air Systems Command
NAVFAC	Naval Facilities Engineering Command
NAVSEA	Naval Sea Systems Command
NAVSUP	Naval Supply Systems Command
OJT	on-the-job training
OPM	Office of Personnel Management
ORISE	Oak Ridge Associated Universities for the U.S. Department of Energy
OSD	Office of the Secretary of Defense
PCS	permanent change of station
PDS	personnel data system
PEO	Program Executive Office
PEP	Professional Enhancement Program (Defense Agencies)
PERSCOM	Personnel Command (Army)
PM	Program Manager
PME	Professional Military Education
POC	point of contact
POM	Program Objective Memorandum
PPBS	planning, programming, and budgeting system
RAWF	Reidentified Acquisition Workforce
R&D	research and development
RDAISA	Research, Development, and Acquisition Infrastructure System Activity

SAS	Systems Acquisition School (Air Force)
SES	Senior Executive Service
TA	tuition assistance
TDY	temporary duty
T&E	test and evaluation
TWI	Training with Industry
URL	Unrestricted Line (Officers)
U.S.C.	United States Code
USD(AT&L)	Under Secretary of Defense (Acquisition, Technology and Logistics)
VCNO	Vice Chief of Naval Operations

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14. ABSTRACT
The Director, Acquisition Education, Training and Career Development tasked LMI to review the Services' and two Defense Agencies' implementation of the Defense Acquisition Workforce Improvement Act (DAWIA). This review serves as a "baseline," achieving two purposes: provides a foundation for comparing current programs among agencies for possible standardization and potential improvements, and forms a benchmark against which subsequent change can be measured. Overall, the Services and Defense Agencies are operating solid programs to manage the acquisition workforce and complying with DAWIA requirements. In addition, this review noted 15 Best Practices and 4 areas of concern (which are noted by text boxes in the margin of the report). This review captured the programs as a "snapshot" in time. They will change as the initiatives recommended by the Acquisition 2005 Task Force are implemented. For this reason, we recommend a similar study or review be conducted in Spring 2002 to measure the change.

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