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A Possible Approach to Project Manager Development Programming for DA Civilians

Defense Systems Management School

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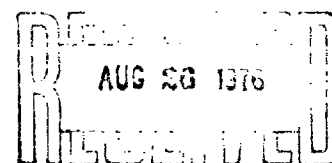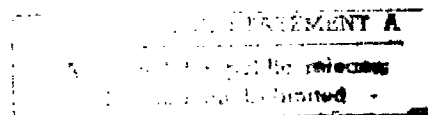
DEFENSE SYSTEMS MANAGEMENT SCHOOL

PROGRAM MANAGEMENT COURSE

INDIVIDUAL STUDY PROGRAM

A POSSIBLE APPROACH TO
PROJECT MANAGER DEVELOPMENT PROGRAMMING
FOR DA CIVILIANS

STUDY PROJECT REPORT
PMC 76-1

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A POSSIBLE APPROACH TO

PROJECT MANAGER DEVELOPMENT PROGRAMMING

FOR DA CIVILIANS

Study Project Report

Individual Study Program

Defense Systems Management School

Program Management Course

Class 76-1

by

John R. Bramblett
MAJ   USA

May 1976

Study Project Advisor
Mr. Thomas F. Keegan, Jr.

STUDY TITLE: A POSSIBLE APPROACH TO PROJECT MANAGER DEVELOPMENT PROGRAMMING FOR DA CIVILIANS

STUDY PROJECT GOALS:

To provide a possible civilian career program plan for material acquisition civilian specialties utilizing the existing Defense Intelligence Agency program as an established reference.

STUDY REPORT ABSTRACT:

The current management of Department of Army civilians in System Acquisition is compared to the requirements of DOD Directive 5000.23. A comparison is made between the directives implementing career management in the areas of General Intelligence and System Acquisition. The approaches used in developing career management systems in each of these areas as well as the types and quantities of personnel affected are compared. Alternatives are presented for instituting and maintaining a career program for System Acquisition civilian personnel. From the alternatives, a system is developed by tailoring the implementing documents used in the Intelligence community to fit the requirements of DOD Directive 5000.23 within Department of Army.

KEY WORDS

PERSONNEL   MANAGEMENT   PROCUREMENT PERSONNEL   INTELLIGENCE   PROJECT MANAGEMENT
CAREER MANAGEMENT

KEY WORDS: Civilian Personnel

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EXECUTIVE SUMMARY

This study reviews the progress made by the Department of the Army in implementing the requirements of DODD 5000.23, "System Acquisition Management Careers." By comparing this document with a similar DOD Directive establishing a career program for the Intelligence community, it was possible to structure a similar system for managing the careers of System Acquisition civilian employees. The following conclusions were drawn from the study:

1. The Intelligence community has established and maintains a career program whereas the System Acquisition field presently has no system for managing career civilians.

2. The Intelligence program accomplishes the following goals:

    a. Indentify Skills

    b. Identify Position Requirements

    c. Prescribe Training

    d. Identify Qualifications

    e. Identify Development Patterns and Positions

    f. Procedures for Registration in a Central Inventory

    g. Specification of Qualifications Used in Screening Applicants

    h. Institute a Separate Referral Process

    i. Institute a Separate Performance Evaluation

3. The Department of Army implementation of DODD 5000.23 achieves only goals a through e.

4. A centralized career program could be implemented for civilian employees who are not in certain DOD-controlled career fields.

The following recommendations are made:

1. For civil service employees who are registered in DOD-controlled career fields, it is recommended that DOD institute a coding system to identify individuals who have had prior PM experience or who desire to work in the PM environment.

2. Within Department of Army, it is recommended that the system described in this study be considered for implementation to fulfill the requirements of DODD 5000.23.

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CHAPTER I

INTRODUCTION

Purpose

The purpose of this Research Study is twofold: first, to gain a knowledge of the Civil Service Commission (CSC) and the impact of civilian career problems on the Project Manager; and second, to apply the knowledge gained of a similar Career Program to develop a possible approach for Project Manager Development Programming within the Department of the Army.

Goals

After reviewing applicable Civil Service documents and discussing the problem of Project Management Development with personnel at the local Civilian Personnel Office and Development and Readiness Command (DARCOM), it became apparent that a system for developing and controlling the assignments of DA civilians in the Project Manager career field has not been implemented. Instead, existing career fields are used as vehicles to fill vacancies in project offices. This practice can result in referral lists being submitted to the Project Manager (PM) without any experienced PM civilian personnel from which to select. Using a similar situation, this paper attempts to compare the course taken by the Defense Intelligence community to overcome a similar problem within existing CSC rules and regulations. It is the goal of the study to provide a possible solution to the problem of instituting a career development and staffing system for Project Management careerists in DA.

Chapter II of this paper presents a comparison between the background of the Intelligence Career Field and that of the Project Manager Career Field. With this background information, Chapter III discusses three possible alternatives, Chapter IV contains a possible system for the program, and Chapter V presents the Conclusions and Recommendations.

SECTION II

BACKGROUND OF THE PROBLEM

In November, 1974, Deputy Secretary of Defense, the Honorable William P. Clements issued Department of Defense (DOD) Directive 5000.23, "System Acquisition Management Careers." Two important policies were initiated as a result of this directive:

> 1. ..."successful management of major defense systems during the development, production, and deployment phases is primarily dependent upon experienced and competent individuals who have authority commensurate with their responsibility and accountability for a given program."

> and

> 2. ..."In order to achieve this end, career fields must be developed and maintained to provide line and staff careers within the field of system acquisition management. Career opportunities shall be established to attract, develop, retain and reward outstanding military officers and civilian employees required as Program Managers, or as their principal deputies/assistants. Civilian career programs will be developed under the guidelines contained in DOD Instruction 1430.10, 'DOD-Wide Civilian Career Programs,' June 2, 1966." (2:2)

The Directive went on to establish the broad guidance for the areas of career consideration, training, and personnel management. In addition, the Services were given 90 days to forward implementing instruction to DOD. The DODD 5000.23 was prepared by the Assistant Secretary of Defense, (Program Analysis & Evaluation), ASD (PA&E), and the implementing instructions were to be provided the Director, Defense Research and Development, (DDR&E).

Slightly more than two years prior to the publication of DODD 5000.23, Secretary of Defense, the Honorable Mr. Melvin R. Laird,

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issued DODD 5010.10, "Intelligence Career Development Program," August 9, 1972. Within this Directive, the following policies and objectives were specified:

> 1. "The Department of Defense has a significant and recognized need for professionally competent and highly motivated Intelligence personnel. It is essential that all practicable measures be taken to develop and maintain viable and effective career development programs for our military and civilian intelligence personnel."
>
> 2. ....an objective is to "improve the DOD Intelligence capability, in consonance with other high priority operational and personnel requirements, through the planned development, effective motivation, and efficient use of the required numbers and types of qualified military and civilian Intelligence personnel."
>
> 3. ....an objective is to "provide to all career Intelligence personnel opportunities for education, training, rotation, and promotion equal to their contemporaries in other career fields." (3:2)

While these policies and objectives were very similar to those contained in DODD 5000.23, the remainder of the documents was quite different. These differences provide a contrast between the Intelligence Career Field and the Material Acquisition Career Field for civilian employees within DOD.

While the intent of both Directives is essentially the same, the first major difference is the responsibility for implementation. DODD 5000.23 requires that each Service implement, create and maintain career fields in Project Management Development under the staff supervision of DDR&E at the DOD level. This is contrasted by the fact that DODD 5010.10 assigns the implementation, creation and maintenance functions to the Defense Intelligence Agency (DIA) under the staff supervision of the Assistant Secretary of Defense (Intelligence), ASD(I). The Service Secretaries were tasked with the responsibility of administering the career programs

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for military personnel and supporting DIA in the development of the

civilian career program.

The second major difference between these Directives concerns

the reporting methods and channels. DODD 5000.23 states:

> "The members of Defense Systems Management School (DSMS)
> Policy Guidance Council will monitor DOD Component imple-
> mentation of this directive and will make recommendations
> for changes in DOD Component implementation." (2:4)

In contrast, DODD 5010.10 states:

> "The Secretaries of the Military Departments will...
> Evaluate the effectiveness and adequacy of career programs
> for military and civilian Intelligence personnel and
> commencing 1 January 1973, make comprehensive but brief
> annual status reports to the Secretary of Defense on achieve-
> ments, problems and plans for solving the problems." (3:7)

The third major difference concerns the preparation and staff

supervision responsibilities of the two programs. DODD 5000.23 was prepared

by ASD (PA&E) with implementation documents provided DDR&E. DODD 5010.10

was prepared by ASD (I) with implementation documents provided to ASD (I)

and the Assistant Secretary of Defense (Manpower and Reserve Affairs),

ASD (M&RA). The question naturally arises concerning the involvement

of ASD (PA&E) and the absence of ASD (M&RA) in DODD 5000.23. It can be

assumed that the requirement in DODD 5000.23 to forward the implementing

instructions to DDR&E is a function of the staff responsibility of DDR&E

in monitoring the career program and the relative position of DDR&E on the

DSMS Policy Guidance Council. However, the presence of ASD (PA&E) and the

omission of ASD (M&RA) from DODD 5000.23 is questionable.

The final point of difference between these directives is the

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implementing signature: DODD 5000.23 was signed by the Deputy Secretary while DODD 5010.10 was signed by the Secretary of Defense.

Intelligence Agencies vs. Project Management Offices (PMO's)

After comparing the two DOD directives, it is valuable to examine the types and quantities of people affected. DODD 5010.10 was published as a result of President Nixon's Memorandum of November 5, 1971 (15:1) which expressed concern over the declining quality of intelligence products being published by the technical Intelligence community. To accomplish the mission of producing technical intelligence, the Department of Defense relies on four principal DOD production agencies: the Naval Intelligence Support Center, the Air Force Foreign Technology Division (Air Force Systems Command), the US Army Missile Intelligence Agency and the US Army Foreign Science and Technology Center (DARCOM). All four organizations are comprised of three general categories of civil service employees: (1) Scientists and Engineers, (2) Intelligence Research Specialists (IRS), and (3) Support Personnel.

The scientists and engineers employed by the technical intelligence organizations account for nearly 60% of the total Tables of Distribution and Allowance (TDA) strength authorized (11).

Twenty-five separate scientific and engineering specialties ranging from General Biological Science to Mathematical Statistics and including all classical engineering fields (e.g. electrical, nuclear, industrial, aerospace, etc) are included in this category. It is important to note that all scientific and engineering specialties found in PMOs are also found in this group. Within Department of Army, scientists and engineers comprise

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52% of authorized PMO positions in grades GS-11 and above and 75% of the positions in grade GS-14 and above (10:5).

The second category of employees in the Scientific and Technical Intelligence Agencies is unique to the Intelligence community. Unlike materiel acquisition, CSC recognized the need for a separate job series for intelligence specialists. This was a result of the National Defense Act of 1947 creating the National Security Agency and Central Intelligence Agency. The Intelligence Research Specialists (series 132) are individuals from varying backgrounds and specialties who have chosen the broad area of intelligence research as a career. Their formal education could be chemistry, systems engineering, economics, etc. Approximately 25% of the total TDA strength is composed of IRS personnel. There is no comparable job series in the Project Management Career Field.

The remaining 15% of the TDA positions in the intelligence agencies is comprised of support personnel. These would include translation, management, graphic arts, program analysis, and general administration specialists. Within the PMO, these specialties are comparable to the 12% in the areas of Materiel Maintenance Management, Communications and other personnel who are not registered in DOD-wide centrally controlled career fields (10:5).

As noted above, 52% of the PMO TDA strength is comprised of scientists and engineers and 12% in support roles where specialties are not controlled by DOD. The remaining 36% are in the specialty fields of Comptroller, Procurement, Supply Management, and Quality and Reliability Assurance which are DOD-controlled under the Central Automated Inventory & Referral System (CAIRS). Prior attempts to remove personnel from CAIRS or to manage careers below the DOD level have not been successful. It

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was found, however, that CAIRS does not make any provision for identifying registrants who have had PM experience or who have requested PM assignments. This shortcoming can result in forwarding referral lists which do not contain the names of experienced personnel to the PM for filling vacancies. Due to the failure of previous attempts to manage civilians registered in CAIRS at the DA level, this study will concentrate on an inventory and referral syste for the remaining 64% of PMO personnel requirements which are not DOD-controlled.

In terms of total numbers of civilian employees within DA, approximately 1300 positions have been identified for Intelligence personnel (11) and 1500 positions have been designated in the project management field (10:5). Table 1 summarizes these figures.

Technical Intelligence	Project Management
1300 Positions (GS-7 thru GS-18 plus PL313)	1500 Positions (GS-11 thru GS-18 plus PL313)
Scientists & Engineers = 60%	Scientists & Engineers = 52%
IRS = 25%	CAIRS-registered = 36%
Support = 15%	Support = 12%

Table 1

Implementation

Within DA, Civilian Personnel Regulation (CPR) 950-2 was published as the implementation of DODD 5000.23. This regulation, dated 9 January 1976, "Civilian Staffing and Career Development in System Acquisition Management (Project Management Offices)" establishes the responsibilities

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for implementing the program, defines the registration in central inventories, the qualifications to be used in screening applicants, the referral process, the development of PMO personnel and the evaluation of performance. As with any regulation, it provides broad, general guidance with no implementing systems to carry out the guidance contained. It does provide the necessary responsibilities required in DODD 5000.23 in terms of identifying skills, position requirements, training, qualifications and development patterns and positions.

Contrasted to this regulation is DOD 1430.10-M-3, "DOD-Wide Civilian Career Program for General Intelligence Personnel," 16 July 1973. Of note is the difference between the purpose of each of these documents. CPR 950-2 states:

> "This regulation established policies and procedures for effective staffing of those civilian positions in systems acquisition which are located in Project Management Offices under the jurisdiction of the Commander, US Army Materiel Command. It implements DODD 5000.23... and supplements basic policies contained in CPR 950-1 and related DA and DOD Career Program Regulations." (10:1)

DOD 1430.10-M-3 states:

> "This manual, issued pursuant to DODD ... 5010.10 ... establishes a DOD-wide Civilian General Intelligence Career Development Program (hereafter referred to as the civilian ICDP) which shall be administered in accordance with the policies, requirements, and procedures contained herein." (7:1)

DOD 1430.10-M-3 is designed to be the implementation of DODD 5010.10 and is further augmented by a Procedural Manual, "Annex 3: Defense Intelligence Special Career Automated System (DISCAS)," 25 March 1974. Together, these two documents provide the framework and the detailed implementation of a system for a career program for DOD civilians in the Intelligence field.

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Specifically, these manuals institute and delineate the procedures rather than the guidelines for registration in a central inventory, specify the qualifications used in screening applicants, institute a separate referral process, establish the training and development requirements, and institute a separate and unique performance evaluation procedure for civilian employees in the Intelligence Career Field.

It can be seen that while the directives requiring the establishment of career fields were similar in their intent, the methodology used to implement each directive is quite different. As a result, there is presently no system to manage career civilians in the Project Management Career Field within DOD or DA. In the Intelligence System, DISCAS, approximately 3,000 personnel are registered in the Intelligence Career Program. Two thousand of these are from the scientific and engineering specialties while the remaining 1,000 are IRS and support personnel. A listing of the job series other than GS-132 presently enrolled in DISCAS is shown in Table 2.

REPRESENTATIVE LIST OF S&T AND NON-S&T OCCUPATIONAL SERIES

S&T JOB SERIES	TITLE
401	General Biological Science
403	Microbiology
602	Medical Officer
801	General Engineering
806	Materials Engineering
808	Architecture
810	Civil Engineering
830	Mechanical Engineering
840	Nuclear Engineering
850	Electrical Engineering
855	Electronic Engineering
861	Aerospace Engineering
893	Chemical Engineering
896	Industrial Engineering
1301	General Physical Science
1310	Physics
1313	Geophysics
1320	Chemistry
1321	Metallurgy
1340	Meteorology
1360	Oceanography
1370	Cartographer
1515	Operations Research
1520	Mathematics
1529	Mathematical Statistician

NON-S&T JOB SERIES		TITLE	
110	Economics	1045	Translator
301	General Administration	1060	Photographer
334	Computer Specialist	1083	Technical Writing and Editing
340	Program Management	1084	Visual Information Specialist
343	Management Analysis	1386	Photographic Technology
345	Program Analysis	1410	Librarian
1001	General Arts and Information	1412	Technical Information
1020	Illustrator	1670	Equipment Specialist

TABLE 2

CHAPTER III

DISCUSSION OF ALTERNATIVES

This chapter will present a discussion of alternatives available for initiating a Project Manager Development Program for DA civilians. The list is certainly not complete but expresses the advantages and disadvantages of three logical approaches within DA and DOD. The reader will certainly be able to construct different approaches, but these are provided as "thought provoking ideas."

Continue in the Same Manner

The first alternative is to continue in the same manner as implemented by CPR 950-2 without follow-on instructions or system manuals. Under this concept, engineers and scientists will be controlled at DARCOM level utilizing a Command Career Program Manager for engineers and scientists with Activity Career Program Managers located at the subordinate commands. Under the provisions of CPR 950-2, these individuals will:

> "...assure that PMO needs and special requirements are considered during planning, screening, referral, and selection processes.
>
> ....give priority attention to the development and dispatch of career referral lists for PMO positions.
>
> ....assure suitable PM representation on annual career screening panels....
>
> ....provide for identification of potential PM candidates including identification of PMO experience on career records.
>
> ....when appropriate, develop separate rosters of candidates to be referred for PMO positions." (10:9)

This approach will create the minimum disruption to the existing establishment and does not require the creation of a new personnel management system. However, without establishing written guidelines specifically detailing the implementation of this guidance, there is no program for insuring the goals of DODD 5000.23: "...career fields must be developed and maintained to provide line and staff careers." Using the existing referral process, many qualified and PM experienced engineers and scientists are inadvertently omitted from referral lists prepared for PMO positions.

Institute a DOD Program

As discussed in Chapter II of this paper, several problems exist in establishing a DOD career program and referral system for civilians in project management.

First, there is no centralized DOD Project Management Activity as exists within the Intelligence community with DIA. Thus, centralized management of personnel would be difficult at the DOD level.

Second, while the Intelligence community has its own unique job series (132 series), Project Management has not been recognized as a separate job series. This is a serious handicap both for the PM and the non-engineer aspiring for high positions in the PMO. It is traditional that the deputy PM position be filled with a civilian and in most cases, the position is filled with a scientist or engineer. This bias makes it difficult for those individuals in the non-engineering specialty fields shown in Table 1 to attain the position of deputy PM. If a separate career field for Project Management could be established with CSC, the high level

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positions could be filled with persons other than engineers and scientists. This newly created career field could be open to individuals from widely varying backgrounds and would surely attract those with business and financial training and experience. To support this argument, the Acquisition Advisory Group established in April, 1975 by Mr. Clements recommended:

"That the Secretary of Defense promulgate specific policies for administration of acquisition personnel to:

Direct the ASD (M&RA) with and through the Assistant Secretary (M&RA) of each Military Department to develop a DOD policy for establishing and managing grades and spaces for civilian service acquisition management personnel.

Direct the ASD (M&RA) to review the implementation of DODD 5000.23 within the DOD and to initiate action to seek such changes in Civil Service regulations or legislation as may be required to effectively achieve the objectives of the Directive." (9:10)

It is obvious that the Advisory Group felt the need for reviewing civilian positions and implementing changes to the CSC as required to meet the objectives of DODD 5000.23. However, by delegating the requirement for implementing a career program to the individual Services, DOD lost the influence it could bring on CSC for initiating such a change and creating a separate PM job series.

As noted earlier, management of a centralized personnel program would require a DOD level Acquisition Command, Agency or Joint Logistics Command implementation, since a DOD staff element would find it difficult to accomplish such an undertaking. From the discussions held preparing this paper, it appears that the creation of such a DOD implementation is not imminent at this time. Another disadvantage to a Project Management job series is the isolation experienced by the engineers and scientists who are assigned to the PMO. Confined to the particular system and

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technology being employed, the technical personnel could fall behind advances occurring in their area of expertise. It was generally agreed that scientists and technicians require rotational assignments between laboratories dealing in basic research and development and the PMO where application of these principals are applied. By controlling assignments at the DOD level, the flexibility for such rotation could be seriously impaired.

Institute a "DISCAS Type" Program

The third alternative to consider is utilizing DOD 1430.10-M-3 and by tailoring the provisions of the manual, construct a p ogram for civilian personnel in the Materiel Acquisition field. To accomplish this, DARCOM headquarters would have the responsibility of initiating and maintaining a central inventory while ASA (M&RA) would exercise staff supervision. All positions at the GS-13 level and above would be made from referral lists provided by an Acquisition Career Program Manager at DARCOM.

By using this method, the many diverse scientific and engineering specialties shown in Table 2 could be combined into one inventory. In addition, the non-engineering specialties might be dual registered in the CAIRS and "DISCAS type" programs. Such a program would be the most difficult to institute from among the alternatives presented since additional manpower and computer operations would be required. There is also some opposition expressed by civilian personnel operating officials who feel that this system would add further time delays to providing referral lists to PMs for their selection. (At the present time, it takes approximately 60 days to obtain a referral list for an engineering vacancy from DARCOM to the servicing Civilian Personnel Office.)

Using these three alternatives as a basis, the author suggests a possible program to manage civilian personnel in the materiel acquisition field.

CHAPTER IV

A POSSIBLE CIVILIAN MANAGEMENT PROGRAM

A possible civilian management system within DA could be established for instituting DODD 5000.23. This system would use portions of the DISCAS program tailored to meet the guidance contained in CPR 950-2. For simplification, I will refer to the system as MASCAS (Materiel Acquisition Special Career Automated System) which implements the Acquisition Career Development Program (ACDP). The program will be limited to employees who are not included in the CAIRS specialty programs.

The MASCAS would be administered by DARCOM headquarters which would:

1. Code, enter, establish and maintain (update) the inventory records of employees registered in MASCAS.

2. Receive from DARCOM subordinate commands requests for referral lists.

3. Forward inquiries to employees regarding their availability for specific position vacancies when requested by the DARCOM subordinate command.

4. Furnish referral listings for a particular vacancy.

5. Periodically furnish copies of individual employee records for review by employees or servicing CPO.

Servicing CPO's would:

1. Assure that all employees who are eligible to participate in the ACDP are registered in the MASCAS and that their records are kept up-to-date.

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2. Coordinate with the selecting PM and/or Career Panel to establish screening criteria and assure that lists of eligibles are requested from MASCAS.

3. Assure that candidates on lists of eligibles furnished by MASCAS who are available but not selected are notified of the filling of a vacancy.

Construction of the Personnel Inventory would consist of Employee Qualification Records which have two basic parts: (1) an automated inventory of background experience, education and performance, and (2) a narrative statement describing distinctive occupational experience. Specifically, the computerized inventory could contain the following elements:

- Personal Identification Information

2. Skills and Work Experience

3. Formal Education

4. Career Related Training

5. Career Appraisal

6. Awards and Recognition

7. Record of Consideration for Vacancies.

To illustrate how this computerized inventory would be constructed or coded, further examination of the elements is necessary. In the Skills and Work Experience element, an individual can amplify on a general engineering degree. For instance, an electrical engineer (EE) has a broad background from his education but there is a vast difference between the experience and usefulness of an EE who has worked only in large generator development and an EE whose background is in designing guidance and control systems in complex missile systems. Career Related Training could include

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codes for particular courses such as locally taught management courses or
DSMS. The Career Appraisal element is the most difficult to administer
under current CSC procedures. Rather than simply using the "Unsatisfactory"
- "Satisfactory" - "Outstanding" appraisal system, the Intelligence
community created a separate appraisal form specifically for input to the
DISCAS. The Employee Career Appraisal (DD Form 1917 (Test)) requires the
supervisor to assign a numeric score between 0 and 50 to the performance
of subordinates. In addition, the rater must indicate the next logical
position of responsibility the employee is best qualified for and an
estimate of the time required (between 0 and 12 months) before the
employee could assume those increased responsibilities. Another useful
entry on a separate appraisal for could be the employee's indication of
geographic mobility. A simple yes-or-no response to the question: Is
the individual geographically mobile? is coded and entered in the compu-
terized data base. By using this technique, vacancies in locations other
than the employee's geographic area are not offered if the individual has
not indicated mobility. This naturally saves administration time and costs
when preparing referral lists.

The concept of a separate evaluation for PMO performance was
included in DCDD 5000.23:

> "Performance measurements shail be developed and empha-
> sized in order to insure that only the most competent
> individuals are retained and rewarded in the System Acquisition
> Management Career field. (2:3) A performance monitoring
> system for all persons who are involved or aspire to be
> involved in the management of major defense systems will be
> maintained by each DOD component. Selection of personnel
> for key positions in management of major defense systems
> will normally be made only from among those so tracked,
> and heavy reliance will be placed on performance records for
> the determination of those best qualified." (2:4)

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The narrative part of the Employee Qualification Record could contain short narrative descriptions, provided by each employee of their most recent and/or significant positions. The narrative could serve as a backup for computer screenings and provide elaboration of the skills and experience of each employee.

During the referral process utilizing the MASCAS, the following operating rules could be applied:

1. Referral for vacancies of positions GS-13 and above would be mandatory. Positions GS-12 and below is at the option of management.

2. Appointment of applicants from outside the MASCAS inventory will normally be made only when qualified candidates are not available within the career system. (An example of this occurred recently in placing qualified engineers from DA assets in the High Energy Laser projects. When none could be found, recruitment was required from the private sector in grades GS-9 through GS-14.)

3. Selection of a candidate not on a referral listing requires the prior written approval of ASA (M&RA).

When screening candidates for inclusion on referral lists, the following areas should be considered: (1) experience, (2) length of experience, (3) recency of experience, (4) formal education, (5) training, (6) potential, and (7) job performance. It would be possible to use computer programs to evaluate information in the Personnel Inventory to select the best qualified candidates using some form of weighted average for the areas listed above.

With the information provided describing the components of MASCAS, it is now possible to present a logical procedure list to follow when applying the system:

1. The PM and/or Career Panel, as appropriate, will coordinate with the servicing CPO in establishing the criteria for screening which are appropriate for the specific position.

2. The CPO will submit requests for listings of eligible employees to MASCAS.

3. Upon receipt of the request for referral, MASCAS will coordinate the request to insure clarity and completeness of criteria, if necessary.

4. MASCAS will obtain a listing of qualified eligibles for the vacancy by applying approved screening requirements and assessment factors.

5. MASCAS will provide for written notification of all candidates.

6. The requesting activity will receive the referral lists from MASCAS and responses concerning candidates' availability. The selecting PM will make such arrangements as appropriate for interviewing available candidates, make such contacts as may be necessary to obtain supplementary information upon which to base a decision to select or non-select, and carefully consider each available employee on the referral listing.

7. The selecting PM will return the annotated referral listing to the servicing CPO indicating his selection.

8. The servicing CPO will, upon receipt of the referral listing indicating selection and containing annotations of selection rationalizations, assure that selections have been made in accordance with established procedures. The CPO will perform such administrative duties as are normally assigned to personnel offices in appointing, reassigning,

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or promoting the selected individual to the vacant position. The CPO will forward one copy of the annotated referral list and all supporitng documentation to MASCAS.

By combining CPR 950-2 with a procedure manual containing the procedures in this chapter, the following goals could be achieved in developing and maintaining a career field for civilian employees in the Materiel Acquisition field:

(1) Identify Skills

(2) Identify Position Requirements

(3) Prescribe Training

(4) Identify Qualifications

(5) Identify Development Patterns and Positions

(6) Procedures for Registration in a Central Inventory

(7) Specification of Qualifications Used in Screening Applicants

(8) Institute a Separate Referral Process

(9) Institute a Separate Performance Evaluation

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

1. Between August, 1974 and November, 1974, DOD issued two directives requiring the establishment of civilian career fields in the unique areas of Intelligence and Materiel Acquisition. Within 19 months, the Intelligence community had established guidelines for implementing the directive and a procedural manual for instituting and maintaining a career program. It has now been 19 months since the publication of the directive requiring a materiel acquisition career program. No system currently exists which implements such a career program.

2. The career program implemented by the Intelligence community placed the responsibility for maintenance of a central inventory and referral system on a DOD level activity. In contrast, Materiel Acquisition career programming was delegated to the Services.

3. The DISCAS program accomplishes the following goals:

    a. Indentifies Skills

    b. Identifies Position Requirements

    c. Prescribes Training

    d. Indentifies Qualifications

    e. Identifies Development Patterns and Positions

    f. Procedures for Registration in a Central Inventory

    g. Specification of Qualifications Used in Screening Applicants

    h. Institutes a Separate Referral Process

    i. Institutes a Separate Performance Evaluation

CPR 950-2 achieves only goals a through e.

4. A "DISCAS-type" career program could be implemented for civilian employees who are not in the DOD-controlled career fields.

Recommendations

1. For civil service employees who are registerd in the CAIRS, it is recommended that DOD institute a coding system to identify individuals who have had prior PM experience or who desire to work in the PM environment. When requesting referral lists to fill vacancies, the PM should indicate that he desires such individuals included on the list. Experienced personnel would be identified on the referral list and the PM would be able to select from qualified individuals which includes those with prio· or specifically requested PMO experience.

2. Within Department of the Army, it is recommended that the MASCAS program described in Chapter IV be considered for implementation at the DARCOM level. This highly visible system will fully implement DODD 5000.23 and provide the procedures and responsibilities outlined in CPR 950-2.

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