A NATIONAL SECURITY SERVICE CORPS (NSSC): IS THE DEFENSE LEADERSHIP AND MANAGEMENT PROGRAM (DLAMP) A VIABLE RESPONSE?

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The views expressed in this academic research paper are those of the author and do not necessarily reflect the official policy or position of the U.S. Government, the Department of Defense, or any of its agencies.

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ABSTRACT

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In 1997, a National Defense Panel (NDP) report recommended a program to develop an interagency cadre of professionals in the national security arena. In 2001, the United States Commission on National Security in the 21st Century issued a report that expounded on the NDP recommendation and advocated a National Security Service Corps (NSSC) program to develop interagency professionals specialized in the national security structure. Simultaneously in 1997, the Department of Defense initiated the Defense Leadership and Management Program (DLAMP), an intra-agency effort to develop defense civilian leaders. Using a strategic paradigm of ends-ways-means, the author highlighted similarities between the proposed NSSC format and the current DLAMP structure. This paper is neither a direct critique of DLAMP nor a simple recommendation that the NSSC program adopt a DLAMP format or merge into DLAMP. Rather recommendations are made to tailor the DLAMP and NSSC strategic paradigms into a single framework. Current research data are limited because the NSSC still remains an idea and DLAMP has been in existence for only four years. Data sources include various commission reports, results from a recent Navy DLAMP survey, and an author-initiated interview with the DoD DLAMP program office. Recommendations for continued study are also provided.

TABLE OF CONTENTS

PREFACE

After noticing several references to proposed interagency leadership programs for government professionals in all national security agencies, I decided to study this area. I am currently a participant in the Defense Leadership and Management Program (DLAMP), an intra-agency Department of Defense (DoD) program encouraging DoD-wide leadership development. DLAMP is an extensive undertaking by DoD to prepare individuals over a period of several years to become future joint civilian leaders. As a DLAMP participant, I can appreciate the magnitude of the efforts required for an interagency National Security Service Corps (NSSC).

Because DLAMP is still evolving and has only existed since 1997, limited research data is available. Despite this challenge, I decided to pursue this paper to highlight how the established DLAMP infrastructure might fulfill the requirements sought by the NSSC program. I wish to thank the Navy DLAMP office for conducting the first survey of its DLAMP participants and sharing these results publicly. I also wish to thank Mr. Billy Speed, Deputy Director of DLAMP, for sharing with me some of his insights on the growing pains that the program faces. While I may suggest that all agencies involved in the proposed NSSC collectively consider utilizing DLAMP, some of my comments may apply to improving DLAMP regardless of whether the NSSC evolves with DLAMP, independently, or not at all. Such comments should not be construed as a criticism of DLAMP as a whole. The focus of this paper is to review the NSSC idea and consider whether the DLAMP framework provides a viable response for meeting the proposed NSSC requirements while minimizing redundancy. I consider DLAMP to be an ideal baseline for addressing the NSSC concept because of its similarities and successful growth to date. Congratulations are due the DoD DLAMP office for creating a one-of-kind program that addresses the need for cross-organizational leadership development

BACKGROUND

In 1997, the National Defense Panel (NDP) issued a report entitled <u>Transforming</u> <u>Defense: National Security in the 21st Century</u> which recommended the creation of "an interagency cadre of professionals, including civilian and military officers, whose purpose would be to staff key positions in the national security structures" and "...such a cadre would be similar in spirit to the 'joint' experience envisioned by the 1986 Goldwater-Nichols Act."[1] This recommendation suggested the identification of interagency positions within the national security community including domestic agencies with foreign affairs responsibilities and a national security curriculum for "training and education in strategic affairs".[2]

The NDP report also recommended "a thorough national security strategy review to determine if existing structures and procedures are appropriate to twenty-first century needs" citing the "'21st Century Security Strategy Group' established in H.R. 2266" as "an important step in this direction".[3] As a result, four years later in January 2001, the United States Commission on National Security/21st Century (UNCNS/21st) issued its Phase III (and final) report entitled <u>Road Map for National Security: Imperative for Change</u>. This report recommends that "...the Executive Branch should establish a National Security Service Corps (NSSC) to enhance civilian career paths, and to provide a corps of policy experts with broad-based experience throughout the Executive Branch."[4] In effect, the USCNS/21st group reiterated and expounded on the NDP's earlier call for an *inter*-agency corps of national security professionals.

As the NDP issued its recommendation in 1997, the Department of Defense (DoD) commenced with its own *intra*-agency leadership development effort called the Defense Leadership and Management Program (DLAMP). That program resulted from a May 1995 report by the Commission on Roles and Missions (CORM) of the Armed Forces that included recommendations for improving civilian personnel quality in the Department of Defense (DoD).[5] These recommendations included "...mandatory rotational assignments...a structured educational system, access to more positions of greater responsibility...opportunities to attend military service schools and other educational institutions..." with the notion that the "attendee should move to new positions upon completion of educational assignments."[6] Accordingly, on 11 April 1997, Deputy Secretary of Defense John P. White issued DoD Directive Number 1430.16 entitled "Defense Leadership and Management Program (DLAMP)" which implemented the CORM's recommendations and established "a DoD-wide framework for developing future civilian leaders".[7]

The DLAMP effort quickly commenced after its directive was issued and, as of February 2001, has 1,389 DoD employees participating in the program with eight (8) personnel already graduated from the program.[8],[9] The program is expected to grow at the rate of approximately 350 participants per year in perpetuity.[10] These DLAMP participants (those who are currently in the program) and graduates will provide the pool of candidates from which employees may be selected for approximately 3,000 DoD-wide DLAMP designated positions.[11]

Thus, from 1997 to 2001, two separate commissions articulated the strategic vision for an *inter*-agency national security professional cadre or corps but no action has followed accordingly. Meanwhile, DoD has established an infrastructure to meet its vision of DLAMP, an *intra*-agency corps of future, joint civilian DoD leaders. This paper reviews the strategies of the proposed NSSC structure and the current DLAMP framework as well as key issues facing DLAMP that may apply to the NSSC as well. The author offers a position that both the future success of the NSSC and the ongoing success of DLAMP may be increased if DLAMP is broadened into an interagency national security program. However, simply broadening DLAMP into an interagency NSSC program will not guarantee success for either program unless certain recommendations are considered.

POTENTIAL PROBLEMS IMPACTING THE DEVELOPMENT OF A NATIONAL SECURITY SERVICE CORPS (NSSC)

Before any large programs are considered, two fundamental issues should be addressed. First, are there other types of programs which would compete with the proposed NSSC and, if so, should it duplicate or join such competing programs. Second, if other similar programs do exist, the NSSC should utilize any lessons learned from other programs regardless of whether it duplicates or joins such programs. With regards to the first issue, the Defense Leadership and Management Program utilizes a similar structure to that envisioned for the NSSC. A strategic paradigm framework is used to compare the two programs. With regards to the second issue, potential problems for DLAMP are identified which also may apply to the NSSC.

STRATEGIC PARADIGM

A three-part strategic paradigm balancing objectives, courses of actions, and resources is utilized at every military service college and provides a universal approach for developing and critiquing various strategic visions, national strategy, and military strategy.[12] This paradigm often refers to the ends-ways-means triad as a frame of reference. The "ends" are the

objectives or end-state desired. Often, the "ends" can be derived from or articulated as a strategic vision. The "ways" are the courses of actions or concepts developed to meet the "ends". The "means" are the resources needed to implement the courses of action (i.e. to support the "ways" the "objectives" are met). The author utilizes this particular strategic paradigm in order to analyze the proposed National Security Service Corps (NSSC) and the current Defense Leadership and Management Program (DLAMP).

NSSC STRATEGIC PARADIGM

The strategy vision of the United States Commission on National Security/21st Century (USCNS/21st) for the National Security Service Corps (NSSC) is to "broaden the experience base of senior departmental managers and develop leaders skilled at producing integrative solutions to U.S. national security problems."[13] The end-state or objective of the program then could be articulated as "providing civilian interagency leaders in the national security arena".

The USCNS/21st report recommends several concepts or courses of actions (i.e. ways) for developing the NSSC which can be categorized as follows[14]:

(a) professional education program emphasizing interagency-specific areas.

(b) mandatory job rotations to other departments; and

(c) designation of Corps positions within the participating departments of Defense, State, Treasury, Commerce, Justice, Energy, and the new National Homeland Security Agency (NHSA). (The NHSA is a new agency proposed by USCNS/21st that is comprised of consolidating Federal Emergency Management Agency [FEMA] with the U.S. Coast Guard from Transportation, Customs from Treasury, and Border Patrol from Justice.[15]);

While no specific means or resources are suggested, the report recommends an interagency advisory group as the link to making the NSSC a success. This interagency advisory group would be tasked with[16]:

(a) ensuring promotion rates within NSSC are at least comparable with those outside NSSC;

(b) establishing guidelines for rotational assignments;

(c) finding means for NSSC members to meet educational requirements; and

(d) ensuring employees find it in their interest to join NSSC and meet its requirements.

DLAMP STRATEGIC PARADIGM

The strategic vision of the Defense Leadership and Management Program (DLAMP) reflects the ends (objectives) which can be defined in terms of its desired output: trained, joint civilian leaders.[17] The concepts or courses of action (i.e. ways) which DLAMP established to prepare employees for this end state can be categorized as follows[18]:

(a) professional military education (PME) plus additional graduate level courses in business & public administration with an applied focus on national security;

(b) a 12-month job rotation outside one's service component (or if within one's service component then at least outside one's occupation specialty);

(c) establishment of 3,000 DoD-wide designated positions at the General Schedule (GS) grade equivalent of GS-14 and GS-15 as well as Senior Executive Service levels that require joint, civilian leadership.

The means (resources) DLAMP utilizes to implement the ways (concepts) can be categorized as follows:

WAYS (concepts or courses of action)	MEANS (Resources)
PME*	Use of existing 10-month senior service colleges (SSC) with backfill pay to employee's originating employer; or a condensed 3-month version of PME called Civilian DLAMP (CDLAMP)
Graduate-level courses*	Ten 2-week, 3 credit courses specifically tailored for DLAMP participants
Job Rotations*	Backfill pay to employee's originating employer
3,000 designated positions	Coding or labeling positions in existing personnel systems and filling positions via the multiple, de-centralized personnel systems.

The key resource for any leadership program is the participant base. For DLAMP, applicants at the GS-13, -14, or –15 level are eligible to apply.[19]

*DLAMP also waives each of these requirements on a case-by-case basis for those participants who, prior to being admitted to DLAMP, may have already completed PME, worked in a different DoD job for at a least a year, or already completed similar graduate-level coursework.

PARTICIPANT CONCERNS THAT MAY IMPACT THE NSSC PROGRAM

At the agency level, the NSSC program's major challenge will be getting support from the eight current major agencies involved in national security (Defense, State, Treasury, Commerce, Justice, Energy, Transportation [U.S. Coast Guard], & FEMA). This situation also involves initial and ongoing financial support from the corresponding eight different budgets. Meanwhile, as a single agency program, DLAMP is centrally funded at the DoD level and is in its fifth straight year of continued support.

At the individual level, survey data regarding support for DLAMP was recently released by the Navy's DLAMP office. A survey of Navy DLAMP participants only (206 respondents of 300 participants surveyed) was conducted in the summer of 2000. Given the similarity of the NSSC and DLAMP structures, the results of this survey may provide insight as to what problems the NSSC may encounter. A summary of some findings is provided below[20]:

--29% find DLAMP more career advancing compared to other long-term developmental programs.

--82% would recommend DLAMP to others. However, the longer one is in the program, the less likely they are to recommend it. (Year accepted and the percentage recommending DLAMP = 2000 - 88%; 1999 - 85%; 1998 - 80%; & 1997 - 77%)

--46% rate PME as the most important aspect of DLAMP.

--32% rate the 12-month rotation as the most important aspect of DLAMP.

--47% find 12-month rotations on their own.

--58% agreed with statement "My boss is hesitant to let me go because of my responsibilities" (regarding 12-month rotations).

--77% agreed with statement "Rotations should be allowed outside of DoD if relevant to the program."

--General comments cited include:

"Push for more support of the program from supervisors (time away from job issue)."

"Mandate job placement of individuals graduating from PME – you just can't come back and do the same job."

"DLAMP rotational assignments should be used (and announced as such) for succession planning purposes as current DoD executives plan for retirement."

--One of the top eight (8) issues raised was "improved communication and marketing for mangers and supervisors". In response, the DoD DLAMP office hired a contractor for the development of a comprehensive DLAMP marketing plan and will interview supervisors as part of this effort. The Navy's DLAMP office is creating a separate e-mail list for supervisors of participants to keep them informed and is working on its own materials to sell the program as well as ensure senior human resource managers "echo the same refrain".

From the DLAMP participant perspective, a review of these survey results indicates some of the areas important to Navy DLAMP participants: PME, 12-month job rotations, & supervisory support. In addition, while a high (but declining) percentage of participants recommend DLAMP to others, a low percentage (29%) view the program as career advancing compared to other long-term developmental programs.

DESIGNATED POSITIONS

Both the NSSC proposal and DLAMP utilize the concept of a de-centralized process of identifying designated positions to be filled by their program participants. The USCNS/21st recommends that each department identify its own corps positions.[21] The DLAMP Directive states that each Head of the DoD components (i.e. all DoD activities, not defined as service component) is responsible for "identifying DLAMP positions" in his or her activity. Though DLAMP has entered its fifth year of existence and has 1,389 participants, the DoD DLAMP office has yet to approve any designated positions identified by DoD components. A recent interview with Mr. Billy Speed, Deputy Director of DLAMP, indicated that various DoD offices have initially identified 2,500 of the 3,000 positions for potential designation[22]. However, no formal designation of positions has occurred since each of the components is still validating the identified positions. No timeline was given for completion of this effort and formal identification of the positions. If a single agency program such as DLAMP has yet to formalize designated-positions, a proposed multi-agency NSSC program may face similar difficulties with the added challenge of implementing it across multiple agencies.

RETIREMENT PROJECTIONS

Today, there are approximately 2,702,721 federal civilian employees and 673,459 DoD civilian employees.[23] Several projections note that up to half of the DoD & overall federal workforce will be eligible to retire around the year 2005. [24],[25] For those not eligible to retire or

who elect not to retire, enormous opportunities for promotion may arise due to the large number of job vacancies that will result across DoD offices and all government agencies. These retirement projections must be considered when staffing both the NSSC positions and the DLAMP-designated positions.

DISCUSSION

A SINGLE STRATEGIC PARADIGM?

Both the NSSC and DLAMP utilize similar strategic paradigms to pursue the goal of producing civilian leaders in positions involving cross-organizational responsibilities impacting DoD-wide or interagency programs or processes. Both utilize concepts of professional education programs, job rotation experiences, and eventual placement into the critical cross-organizational leadership positions. However, only DLAMP has established the infrastructure and the means to implement its strategic paradigm via centralized funding, senior service colleges, condensed 2-week graduate courses, and facilitating job rotation opportunities.

The question for the seven non-DoD agencies that may participate in the NSSC is whether there are enough differences between the NSSC and DLAMP strategic paradigms to warrant a separate program. In addition, if DoD chose not to participate in the NSSC, could the seven agencies gather the political and monetary support to establish what appears to be a duplicative program? Any efforts to commence with an NSSC program must consider that DoD is a crucial player in the national security environment with an already established program which two recent commission reports advocate expanding. Given that the NSSC would impact eight executive departments and the largest of them (DoD) already has a similarly established program, it may be easier to propose broadening the participant base of DLAMP to include the interagency offices disbursed across the seven remaining agencies.

FACTORS THAT MAY CONTRIBUTE TO PARTICIPANT CONCERNS

At the agency level, efforts to lure DoD into the NSSC may prove futile given the political support for DLAMP. DOD recently issued two reports on human resources development in the future. One is the February 2000 Report of the Defense Science Board Task Force on Human Resources Strategy and the other is the October 2000 Acquisition 2005 Task Force Final Report Shaping the Civilian Acquisition Workforce of the Future. Many of these suggestions in these reports reflect those proposed for the NSSC and currently in use by DLAMP such as rotational assignments, organizational mobility, and increased training (including cross-training). Furthermore, both reports rate DLAMP itself favorably and advocate the expansion of this

program. The Defense Science Board (DSB) report recommends expanding DLAMP to 3,000 participants over the next 3-5 years. In addition, it recommends the creation of an open-admissions pre-DLAMP preparatory program for General Schedule (GS) grade equivalent 9-12 employees for 9,000 participants at a cost of $105 million over three years.[26] The Acquisition 2005 Task Force endorsed this pre-DLAMP program recommendation in its own report eight (8) months later.[27]

As noted earlier, at the agency level, it may be difficult to coordinate the development of an NSSC program across eight agencies without expounding upon an existing program. DoD appears firmly committed to DLAMP given the extensive resources committed to date on the DLAMP infrastructure and two high-level reports endorsing a $105 million pre-DLAMP preparatory program for 9,000 DoD employees. It may be unlikely that the agency would commit to another leadership development program that duplicates objectives and courses of actions similar to those of DLAMP. However, though DoD may be committed to maintaining DLAMP, it appears that DLAMP participants might find the NSSC program appealing given that 77% of the survey respondents agreed that "...rotations should be allowed outside of DoD if relevant to the program." Given that DoD is a primary player in the national security environment, rotations to non-DoD agencies to work in their offices involved in interagency national security could be considered relevant to the DLAMP mission.

At the individual level, the data from the Navy DLAMP survey reveals several areas that may be contributing to the finding that only 29% find DLAMP more career-advancing compared to long-term developmental programs. While PME and the 12-month rotation are considered the most important aspect of the program to participants, there appears to be a conflict with supervisors when general comments are received such as "...my boss is hesitant to let me go because of my responsibilities" and "...push for more support of the program from supervisors (time away from job issues)." In analyzing DLAMP's requirements, the time requirements may appear to be excessive to a supervisor. For a participant to successfully complete the program in a six-to-ten year timeframe without any waivers (and assuming a 10-month PME), he or she would be out of the office for 30.5 months or approximately 2.5 years. This level of commitment results in absence period ranging from 25% (over 10 years) to 40% (over of 6 years). The longest periods of absence required are for the PME (either 3-month or 10-month school) and the 12-month job-rotation, both of which are viewed by the respondents as most important.

An additional factor that may contribute to the lack of supervisory support mentioned in the Navy DLAMP survey is the backfill policy for DLAMP participants in a 12-month rotation or 10-month PME. Since a participant's status is temporary duty (TDY) when attending PME or a

12-month rotation, he or she remains on the employer's payrolls. The CORM Report recommends that civilians should attend PME "without penalty to their organization" and the DLAMP Directive states that the DLAMP Council shall provide "adequate funds" for "costs to backfill positions of DLAMP participants who are assigned to other duties."[28, 29] However, the DLAMP participant's home office is only guaranteed a minimum backfill payment 50% of the full-time equivalent salary.[30] Thus, an employer cannot hire a full-time equivalent replacement with DLAMP backfill funding. Furthermore, there is no pre-established follow-on assignment for a DLAMP participant after attending PME or a rotation. Even if an employer receives 100% backfill funding and hires a replacement, he or she may have to find another job (and salary funds) for a DLAMP participant who returns after PME or rotation assignment.

Whether or not the NSSC evolves as part of DLAMP or on its own, it appears that concerted efforts may be required to ensure program support below the agency level. One potential area of concern could be ensuring participants believe the program is career-advancing. Otherwise, participation levels may decline and fewer future applicants apply. Another potential concern is to address the issues that may be negatively impacting supervisory support (i.e. long employee absences with less than 100% backfill and risks of hiring a replacement if employee returns).

DIFFICULTIES WITH DESIGNATED POSITIONS

DLAMP is a time-consuming program that after four years the number of participants (1,389) still does not provide a competitive selection pool that exceeds the number of projected designated positions (3,000). Currently, no designated positions have been approved by the DoD DLAMP office. Potential problems that may be contributing to the lack of progress are: (a) the lack of participants to compete for positions; (b) difficulty in establishing criterion for a designated position; and (c) the enforceability of such positions once designated.

With only 1,389 participants growing at a rate of approximately 350 per year, it would take almost five years (i.e. 2006) before there are 3,000 DLAMP participants or graduates. Even then, the participant to position ratio is only 1:1, which is not conducive to competitive selections of candidates for DLAMP designated positions. In addition, though participants are eligible for a designated –position while still in DLAMP, many will be unable to fill these jobs since participants may be completing long-term DLAMP requirements such as PME or a job-rotation when the positions are competed.

In addition, the issue may arise as to what constitutes the criteria for a designated position. Offices within a DoD component or across DoD components may not consider the

same positions to be designated for DLAMP. Each component has its own discretion in designating positions subject to approval by the DoD DLAMP office. For example, is a human resources director supporting an interagency or joint program office considered a DLAMP position though his or her responsibilities are not directly related to the interagency program or joint weapon system? Without established guidelines at the DoD level, the process for designating positions may be inconsistent and delayed.

A third factor that may be impacting the designated position process is the intended enforceability of filling such positions with DLAMP participants or graduates. The DLAMP directive states that Heads of DoD components shall "...give priority consideration to qualified DLAMP participants and graduates when filling DLAMP positions, consistent with applicable statues and regulations..." and "...such priority consideration will not take precedence over other priority placements and considerations required by law or regulation."[31] In effect, it appears that there are no enforceability requirements to fill designated positions with DLAMP participants. If this is the case, components may not see an urgent need to identify such positions, apply consistent standards when doing so, or even enforce the policy of placing DLAMP people into such jobs.

The NSSC agencies may need to thoroughly address the issue of designated interagency positions prior to commencing the program. The designated-position concept is a crucial course of action that places the trained individual into the right leadership position. The final metric to measure true success of either DLAMP or the NSSC is the progress made in placing trained, program participants into the designated leadership positions. Either program can spend considerable time and effort training such individuals but will ultimately fail its mission unless the designated-position process works.

IMPLICATIONS OF RETIREMENT PROJECTIONS

Given the retirement projections expected to begin in the year 2005, time and staffing may be critical factors impacting the proposed NSSC and the current DLAMP. A massive wave of retirees in a short time will create a vast number of vacancies throughout DoD and the rest of the federal government. These vacancies may result in high turnover of employees as they seek immediate promotions outside their agencies or offices. This situation likely will lead to a battle among DoD offices and all federal agencies for quality civil servants to fill its vacancies (including its leadership ranks).

For a participant in the future NSSC or DLAMP, immediate opportunities for promotion throughout the federal government will lead to a dispersion of its future cadre of civilian leaders.

For DLAMP, there is no time commitment for a participant or graduate with the exception of a thirty (30) months of service within DoD if he or she attends a ten-(10) month PME. However, this commitment does not require a DLAMP participant to spend this 30-month commitment in a DLAMP designated position. Thus, even if DoD retains its DLAMP participants, it is not maximizing its return on DLAMP resources expended if participants do not take joint, civilian positions. With the slow progress to date on designating DLAMP positions, the retirement wave beginning in 2005 may adversely impact the ability to fill such positions if employees seek earlier promotions in non-DLAMP DoD positions or non-DoD positions elsewhere in the government.

CONCLUSIONS

Based on the limited information published about the proposed National Security Service Corps and the survey data provided by the Navy DLAMP office, the NSSC should seriously consider utilizing the existing DLAMP infrastructure. Four conclusions are provided. (1) First, an attempt to establish what may appear to be a duplicative program with a very similar strategic paradigm may not lure DoD to the NSSC program given its own successes with DLAMP. DoD is currently committed to expanding DLAMP by 350 participants a year and considering a pre-DLAMP effort for 9,000 additional employees. The non-DoD NSSC agencies should collectively work with DoD to broaden DLAMP participation to their interagency offices as well. (2) Second, simply joining DLAMP will not guarantee success unless the participants' supervisory support for program increases. More resources (i.e. backfill pay) and careful allocation of such resources may be needed to minimize disruption to employers while their program participants are on extended assignments. (3) Third, the designated-position process may need to be centralized to minimize further delays and to maximize consistency in the criteria used for identifying such positions. (4) Fourth, with the pending retirement projections beginning in 2005, the national security structure may need to use DLAMP for its NSSC program simply as a matter of expediency.

RECOMMENDATIONS

Four recommendations are provided below for the NSSC and DLAMP to consider for increasing program success whether the NSSC utilizes DLAMP or the programs remain separate.

Recommendation #1 – Utilize the Joint Duty Assignment List from U.S. Military's Joint Officer Management Program

The administrators of the NSSC and DLAMP should review the more centralized designated-position process and Joint Duty Assignment List (JDAL) used by the U.S. military as detailed in DoD Directive 1300.19 "DoD Joint Officer Management Program" and implemented in DoD Instruction 1300.20 "DoD Joint Officer Management Program Procedures". The NSSC & DLAMP programs should utilize the military's published JDAL as the initial baseline for considering DLAMP positions. Many of these Joint Duty Assignment (JDA) occupants also work closely with non-DoD agencies in the national security structure through the interagency process. The NSSC interagency offices and DoD components should consider designating positions from among those of all civilian counterparts or deputies whose predominant duties involve interfacing with, directing, or supporting JDA military officers at the O-5 level or above.

Recommendation #2 – Establish a 100% Backfill Policy & Create a Post PME/Post Job-rotation Utilization Assignment Program

As discussed earlier, DLAMP currently only provides employers with a minimum 50% salary backfill (or more if funding available) when participants are away on a 12-month job rotation or a ten-month PME assignment. If 100% backfill pay were provided, employers would be able to hire or have detailed a full-grade equivalent replacement during the participants' absence (often planning on attrition of at least one employee at their agency prior to the participant's return or simply hiring a replacement for a not-to-exceed one year period). If employers know they will get the financial reimbursement to hire a full-time replacement, they may be more supportive in allowing participants to attend PME or do a 12-month job rotation.

However, many employees view the 10-month PME or one-year job rotation as a stepping-stone to another organization to apply their new knowledge or skills. Two of the general comments cited in the Navy DLAMP survey were: (1) "DLAMP rotational assignments should be used (and announced as such) for succession planning purposes as current DoD executives plan for retirement." and (2) "Mandate job placement of individuals graduating from PME – you just can't come back and do the same job." In addition, some employers may prefer not to have employees return to the same job either because participants may not be able to apply their new knowledge there or it causes personnel planning problems by creating a second turnover of personnel for the same position in two years.

Thus, a program for post-assignment utilization should be created to assure that at least some participants are placed in leadership positions after they complete PME or a 12-month job rotation. The U.S. military has a requirement that at least half of their PME graduates should be placed in JDAs for their immediate follow-on assignment.[32] Perhaps the NSSC (and DLAMP)

may need to consider tracking retirement projections for each designated position and conduct advance planning by slating a certain percentage of vacant leadership positions. As these positions become available, participants satisfying their 12-month rotation or recent PME graduates could fill them on a probationary basis.

Recommendation #3 – Develop Methods to Assure Employees are Attracted to and Stay in Designated Positions.

Once designated-positions are identified and mechanisms are established to place participants into such positions, measures should be taken to make such positions attractive. One idea is to give each of the designated positions a full-performance payscale level of a General Schedule (GS) -15 or GS-15. As noted earlier, a massive wave of retirees in a short time will create a vast number of vacancies throughout DoD and the rest of the federal government. Resulting vacancies may cause high turnover among non-retiring employees as they seek immediate promotions into non-designated positions. However, if designated positions have full-performance levels at the GS-15 equivalent level, then participants at the GS-13 or GS-14 levels are more likely to seek those positions knowing the positions' long-term promotion potential.

Recommendation #4 – Key Issues to Study for Determining Impact of NSSC on DLAMP

Because of the newness of the DLAMP, limited research information is available. Continued study should be conducted to determine the benefits or drawbacks of broadening the DLAMP to include the NSSC. Key questions include:

--What are the current attendance rates for the two-week DLAMP graduate courses? Can DLAMP benefit from increased attendance from additional NSSC participants without increased fixed costs for infrastructure?

--Does the NSSC need access to the 10-month version of PME or will the condensed 3-month version offered by DLAMP meet its requirements for interagency process learning?

--Has the number of applicants per DLAMP slot increased or declined over time as the pool of potential DoD candidates shrinks due to downsizing and previous acceptances into DLAMP? Has the quality of applicants & acceptances improved over time?

--Can DLAMP sustain itself in the future without the NSSC expansion given future retirement projections? Will there be enough participants to meet the

attrition rates of 3,000 designated-positions in DoD? What is the current DLAMP drop-out rate and what is the projected graduate rate?

--What annual feedback metrics program can be implemented to track the progress of DLAMP according to its mission and from the customers' viewpoint (i.e. participants and their supervisors)?

FINAL THOUGHTS

In summary, from 1997 to 2001, repeated calls for an interagency cadre of civilian professionals in national security have gone unheeded. Meanwhile, during the same four years, DoD developed the infrastructure for a DoD-only civilian leadership program called DLAMP. The recommendation for a National Security Service Corps is not without merit. However, the success of the NSSC may be enhanced by utilizing the current Defense Leadership and Management Program as the framework to provide the interagency national security workforce envisioned by the United States Commission on National Security in the 21st Century. With the pending human capital crisis facing the federal civil service in 2005, the capabilities of our national security civilian workforce may be significantly harmed if efforts such as the NSSC (and DLAMP) are deficient in placing adequately trained civilians in the right leadership positions. Four years ago in 1997, the National Defense Panel sounded the call for an interagency cadre of national security professionals. Four years later in 2001, the United States Commission on National Security in the 21st Century reiterated such need in its recommendation for a National Security Service Corps (NSSC). Four years into the future in 2005, it may be too late for the United States to ensure that today's best civil servants are developed, prepared, and in place to support our national security strategy unless we change our current leadership development approach now. While enemies will always challenge U.S. national security, let us not fall short in defeating any such challenge by failing to place trained future civilian leaders in key positions at the right time to lead a successful joint, interagency defense against such enemies.

WORD COUNT = 5,289

ACRONYM LIST

CORM	Commission on Roles and Missions of the Armed Forces
CDLAMP	Civilian DLAMP (a 3-month PME dedicated solely to DLAMP participants)
DLAMP	Defense Leadership and Management Program
DoD	Department of Defense
DSB	Defense Science Board
FEMA	Federal Emergency Management Agency
GS	General Schedule (most common type of payroll system in federal civil service)
JDA	Joint Duty Assignment
JDAL	Joint Duty Assignment List
NDP	National Defense Panel
NHSA	National Homeland Security Agency
NSSC	National Security Service Corps
PME	Professional Military Education
SSC	Senior Service College
USCNS/21st	United States Commission on National Security in the 21st Century

ENDNOTES

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[3] Ibid.

[4] The U.S. Commission on National Security/21st Century, <u>Road Map for National Security: Imperative for Change</u>, 31 January 2001; available from http://www.nssg.org/phaseIII.pdf; Internet; accessed 5 April 2001, 101-102.

[5] Commission on Roles and Missions of the Armed Forces, <u>Directions for Defense</u> (Washington, D.C.: U.S. Government Printing Office, 1995), 4-25 - 4-27.

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[7] Department of Defense, <u>Defense Leadership and Management Program (DLAMP)</u>, Department of Defense Directive Number 1430.16, (Washington, D.C.: U.S. Department of Defense,11 April 1997), 1.

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[16] Ibid, 102.

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[20] Nettleton, David <Nettleton.David@hq.navy.mil>, "DLAMP Survey Results," electronic message to Sal Cianci < ciancis@spawar.navy.mil>, 25 January 2001.

[21] The U.S. Commission on National Security/21st Century, 101.

[22] Deputy Director of DLAMP Mr. Billy Speed, telephone interview by author, 1 February 2001, Arlington, VA.

[23] U.S. Office of Personnel Management, <u>Employment and Trends as of November 2000</u>, (Washington, D.C.: U.S. Government Printing Office, 2001), 10, 13.

[24] Congress, Senate, Committee on Governmental Affairs, Subcommittee on Oversight of Government Management, Restructuring, and the District of Columbia, <u>Report to the</u>

President: The Crisis in Human Capital, report prepared by George V. Voinovich, 106th Cong., 2nd sess., 2000, 2.

[25] Defense Science Board, Report of the Defense Science Board Task Force on Human Resources Strategy (Washington, D.C.: U.S. Department of Defense, February 2000), p. x.

[26] Ibid, p. xiv, 36-37.

[27] Acquisition 2005 Task Force, Shaping the Civilian Acquisition Workforce of the Future (Washington, D.C.: U.S. Department of Defense, October 2000), 34.

[28] Commission on Roles and Missions of the Armed Forces, 4-25.

[29] Department of Defense, Defense Leadership and Management Program (DLAMP), Department of Defense Directive Number 1430.16, (Washington, D.C.: U.S. Department of Defense,11 April 1997), 3.

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