The Army
Training and Leader Development Panel Report
Phase IV (Civilian Study)

24 February 2003

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DEPARTMENT OF THE ARMY
U.S. ARMY COMBINED ARMS CENTER AND FORT LEAVENWORTH
415 SHERMAN AVENUE
FORT LEAVENWORTH, KANSAS 66027-2300

REPLY TO
ATTENTION OF:

ATZL-CG

2 4 FEB 2003

MEMORANDUM FOR

CHIEF OF STAFF, ARMY, 200 ARMY PENTAGON, WASHINGTON, DC 20310-0200
COMMANDING GENERAL, U.S. ARMY TRADOC, 7 FENWICK RD, FT MONROE VA
    23651-1047

SUBJECT: Army Training and Leader Development Panel Report (Civilians)

1. In accordance with the Chief of Staff, Army charter for the Army Training and Leader Development Panel (ATLDP), and the TRADOC Commanding General's appending letter of instruction, the ATLDP Report (Civilians) is forwarded as directed.

2. The purpose of the Panel was to study and research the leader development issues and tasks set forth in the CSA Charter, dtd 1 Jun 00, SAB, and TRADOC CG's LOI, dtd 6 Jun 00, SAB. The Panel effort commenced in August 2001, while the final Executive Panel was completed in September, 2002. Enclosed is the report, which details the Panel's conclusions and recommendations for consideration and implementation.

3. The study resulted in 40 specific and 12 general recommendations, extending over four major imperatives the Executive Panel felt the Army must address. These are:

    a. Accountability – Make developing Army civilians a high priority, tie personal and professional and job performance together, accomplish this study's recommendations, and evaluate their effectiveness.

    b. Lifelong Learning – Make lifelong learning the standard, revamp career management with "gates" for progression, and build an all-encompassing Army Education System.

    c. Interpersonal Skills – Acknowledge that interpersonal skills are pivotal to leader competence, teach them to Army civilians, and select Army civilian leaders that exhibit them.

    d. Army Culture – Integrate Army civilians fully into the Army culture - recognizing differences but embracing Army civilians' commitment to the Army's mission.

4. On behalf of myself, David Snyder, Assistant G-1 for Civilian Personnel Policy, and Toni Wainwright, SES Retired Senior Mentor, please accept our appreciation for the privilege of participating in and leading this effort.

Encl

JAMES C. RILEY
Lieutenant General, USA
Commanding

AQ403-09-2242

DEPARTMENT OF THE ARMY
U.S. ARMY COMBINED ARMS CENTER AND FORT LEAVENWORTH
415 SHERMAN AVENUE
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REPLY TO
ATTENTION OF:

ATZL-SWC

MEMORANDUM FOR

CHIEF OF STAFF, ARMY, 200 ARMY PENTAGON, WASHINGTON, DC 20310-0200
COMMANDING GENERAL, U.S. ARMY TRADOC, 7 FENWICK RD, FT MONROE VA
23651-1047

SUBJECT: The Army Training and Leader Development Panel, Phase IV Civilian Study Report

1. In accordance with the Chief of Staff, Army charter for the Army Training and Leader Development Panel, Phase IV (Civilian) Report is forwarded as directed.

2. The panel effort commenced August 2001 when a diverse group of Army Headquarters and major Army command civilians and military leaders met to identify the tasks that served as the baseline for the study. The civilian study collected data from over 40,000 Army civilians and soldiers (including Senior Executive Service members and General Officers) through comprehensive written and on-line surveys, focus group sessions and personal interviews. An Executive Panel comprised of senior level civilian and military subject matter experts, academics and corporate representatives convened three times to assist in ascertaining findings and transforming findings into conclusions and recommendations. A Strategic Conclusions and Recommendations Conference comprised of SES members and GOs provided top leadership oversight to the development of the final report.

3. There are 40 specific and 12 general recommendations grouped into the following major imperatives: Accountability, Lifelong Learning, Interpersonal Skills and Army Culture. The good news emanating from this study reflects that (a) Army Civilians are committed to the Army; (b) Army Civilians want accountability for performance; (c) Army Civilians seek training and development opportunities; and (d) Army Civilians desire good leadership. However, the study revealed the following bottom line: There is no well-developed and executed, integrated, systemic approach for civilian leader development for the Army.

4. The way ahead targets civilians in greater leadership roles in our Transformed Army as more military positions in the institutional Army are civilianized. This mandates a robust civilian leader development program, which is directly linked to readiness.

5. On behalf of myself, Mr. David Snyder, Assistant G-1 for Civilian Personnel Policy; Mrs. Toni Wainwright, SES Retired Senior Mentor; the civilian study team at Ft. Leavenworth; the travel teams; the analysts; and all the great civilians and soldiers in our Army who supported this study, please accept our heartfelt appreciation for the privilege of leading change.

MAUREEN O. VIALL
ATLDP Civilian Study Director

Army Training and Leader Development Panel

Army Civilian Study

INTRODUCTION

1. **Purpose.** This is the Final Report, Army Training and Leader Development Panel (ATLDP), Phase IV (Army Civilian Study). Previous studies have addressed officers, noncommissioned officers, and warrant officers. This document provides a review of the work done by the Army Civilian Study Panel (hereafter referred to as "the Panel") at Fort Leavenworth during the spring and summer of 2002.

2. **Organization.** This document contains six parts:

> **Part 1. ATLDP Study Director Intent** – Statement of intent.

> **Part 2. The Bottom Line** –Description of major findings.

> **Part 3. Methodology** – How the Panel did the work.

> **Part 4. Recommendations** - Twelve general recommendations, consisting of 40 specific recommendations, for Army Chief of Staff (CSA) consideration, organized around four imperatives (Accountability, Lifelong Learning, Interpersonal Skills, and Army Culture) presented in the following format: a description of the imperative, what the field said about the imperatives, study recommendations, discussions in support of the recommendations, and the Panel's view of the future state if its recommendations are put into action.

> **Part 5. Army Civilians – Past, Present, and Future** – Where Army civilians have been, are now, and are going.

> **Part 6. Final Thoughts** – What the Panel believes the CSA can do immediately to implement some of its recommendations.

PART 1. ATLDP STUDY DIRECTOR INTENT

3. **Purpose.** Identify training and leader development requirements for current and future Army civilians.

4. **Methodology.** Mirror the procedures used in the previous three military reviews (see Introduction above).

5. **End State.** Present recommendations to the Executive Director (Commanding General, Combined Arms Center). With Executive Director concurrence, present final study recommendations through Commanding General, Training and Doctrine Command (TRADOC) to CSA and Secretary of the Army (SA). Provide formal report through CG, TRADOC to the CSA and SA.

PART 2. THE BOTTOM LINE

6.   The Army Vision emphasizes People, Readiness, and Transformation – in that order. No amount of money or cutting-edge technology will achieve readiness or transformation without people – the Army's centerpiece. The leadership of those people is the key to fulfilling the Army Vision. The Army grows and develops the best soldiers in the world – and trains them to be leaders. However, growing Army civilian leaders has fallen short of that requirement.

7.   This study revealed that the Army has no well-developed and executed, integrated, systemic approach for civilian leader development. Supervisors are less effective in interpersonal skills than in technical or conceptual skills. Army civilians are frustrated by a lack of advancement opportunities. Many Army civilians are unaware of leader development and training opportunities. In summary, the Army is not developing Army civilian leaders for the present or the future.

PART 3. METHODOLOGY

8.   The Panel's findings are based on data obtained from 40,344 Army civilians, soldiers, and senior leaders. The study used four collection methods and additional information from recent studies and relevant databases.

9.   The first step in the study was convening a group of 20 subject matter experts (SMEs) with functional expertise from Headquarters, Department of the Army (HQDA); major Army commands (MACOMs); and installations. This SME group identified 11 tasks that formed the baseline of the study. Those specified tasks covered the role of Army civilians, mentoring, utilization, career progression guidelines, commitment, self-development, institutional training, performance evaluation, selection, retention, and promotion. Another group, assisted by research psychologists from the ATLDP analysis cell, further divided the tasks into Essential Elements of Analysis (EEAs) so that research psychologists could formulate survey, focus group, and interview questions.

10.   The ATLDP Civilian Study developed a written survey for GS-7 through GS-15 employees and supervisors, noncommissioned officers (SFC – SGM), warrant officers, and field grade officers (MAJ – COL). The survey was organized around the specified tasks: work-life issues, future environment, effects of Army policies on Army civilians, the Army's use of civilian capabilities, performance and feedback, and leader development. This survey used a five-point rating scale on dimensions of agreement, satisfaction, effectiveness, amount, frequency, or importance. The survey also used multiple-choice items, with answers specifically tailored to an associated question. Demographic items were included, and a final section asked respondents to make hand-written comments. The 238-item survey was mailed to more than 95,000 Army civilians and soldiers, who were identified according to a carefully designed sampling plan that involved a census of career programs, a sample of noncareer programs, and a weighted random sample of soldiers assigned to the nine MACOMs with the highest proportion of Army civilians. The research psychologists received 37,045 written surveys from the population, giving the survey accuracy to within ±1%. This low sampling error reflects a high degree of certainty that the survey data represent perceptions of the entire population.

11.   The ATLDP Civilian Study analysts and staff developed separate focus group protocols for civilian employees, supervisors, and soldiers. Each focus group protocol had 11 to 18 questions. Focus group questions addressed the same topics as the survey, but allowed participants to relate exactly how they felt in their own words. The ATLDP assembled 51 Army civilians and soldiers from all MACOMs to collect data in the field for 30 days. They met at Fort Leavenworth and received training in standard focus group procedures and data handling. These field data collectors conducted 528 focus groups at 35 installations across the US, Germany, and Korea. They gathered more than 37,000 comments from 2,832 focus group participants.

12. The field data collectors also conducted 264 personal interviews with senior Army leaders, including senior executive service members (SESs), general officers (GOs), garrison commanders, and other installation management personnel. Questions paralleled focus group questions.

13. Finally, the ATLDP Civilian Study analysts and staff created a senior leader on-line survey to address strategic issues of Army civilian leader development, training and education, organizational performance and feedback, recruitment/accession/retention, future environment, and employee satisfaction. Eleven of the questions were open-ended to allow unrestricted and candid responses. One hundred twenty-seven SESs and 76 GOs responded to the 86-item on-line survey.

14. The analysts prepared and summarized data from the two surveys, using frequency distributions of each item for each cohort. The cohorts were identified as employees, meaning GS-7 through GS-15 non-supervisors; supervisors, meaning GS-7 through GS-15 supervisors; and military, meaning soldiers. These definitions are used throughout this report. Focus group responses were coded into categories, and tables were constructed to show the number of responses for each theme. The analysts then wrote narrative item summaries for each survey and focus group item. Analysts prepared task summaries to integrate survey and focus group data for each task.

15. As in the NCO and WO studies, the study group members organized into three study teams, one for each of the following areas of concentration: Army Culture, Institutional Training, and Operational Training. After collecting data, study teams developed findings, conclusions, and recommendations. Study team members used empirical data gathered from the surveys and focus groups, as well as information from existing Army civilian personnel databases, Department of the Army and Department of Defense studies, and other government agency and private industry reports.

16. The study teams presented draft findings, conclusions, and recommendations to an executive panel comprised of external training and leader development subject matter experts, Army civilians and soldiers representing each MACOM, and a senior mentor. During three panel meetings, they reviewed and discussed the conclusions and recommendations, and made suggestions for changes. Another group of senior Army leaders met to discuss the conclusions and recommendations at the Strategic Conclusions and Recommendations Conference (SCRC). They reviewed the draft conclusions and recommendations to ensure they were feasible and would be acceptable to the Army.

17. At the conclusion of the second executive panel (EP#2), it became apparent to the study teams and panel members that there was much overlap in the findings, conclusions, and recommendations among the three areas of concentration (Army Culture, Institutional Training, and Operational Training). As a result of those overlaps, the three study teams collaboratively developed and implemented a process of integration that resulted in four strong groupings called "imperatives." These four imperatives are **Accountability, Lifelong Learning, Interpersonal Skills, and Army Culture.**

PART 4. RECOMMENDATIONS

18. The study recommendations focus on four imperatives that seek to maximize Army civilian contributions to the force:

- **Accountability** – Make developing Army civilians a high priority, tie personal and professional and job performance together, accomplish this study's recommendations, and evaluate their effectiveness.

- **Lifelong Learning** – Make lifelong learning the standard, revamp career management with "gates" for progression, and build an all-encompassing Army Education System.

- **Interpersonal Skills** – Acknowledge that interpersonal skills are pivotal to leader competence, teach them to Army civilians, and select Army civilian leaders that exhibit them.

- **Army Culture** – Integrate Army civilians fully into the Army culture - recognizing differences but embracing Army civilians' commitment to the Army's mission.

19. The study group organized 12 general recommendations under the four imperatives as follows. Each general recommendation contains one or more specific recommendations.

The Four Imperatives and the Twelve General Recommendations

Accountability – 2 Recommendations	Lifelong Learning – 6 Recommendations	Interpersonal Skills – 1 Recommendation	Army Culture – 3 Recommendations
1. Priority of Army Civilian Training, Education, and Leader Development 2. Performance Evaluation System	3. Training and Development Paradigm 4. Career Management System 5. Developmental Continuum 6. Self-Development 7. Mentoring 8. Centralized Education System	9. Make Interpersonal Skills Development a Priority	10. Relationships among the Cohorts 11. Commitment to Army Civilians 12. The Army Civilian Corps

20. The remainder of Part 4 summarizes the Panel's conclusions about each imperative, followed by what the field said about that imperative. Next, the Panel states its general and specific recommendations for that imperative, followed by a discussion of its reasoning. Finally, the Panel presents its view of what the future state of the Army will be if its recommendations are implemented.

IMPERATIVE #1 - ACCOUNTABILITY

ABOUT ACCOUNTABILITY

21. For the last decade and a half, there have been many studies (by both federal agencies and non-governmental organizations) aimed at improving management and leadership in the Federal Government. Two of these studies were internal to the Army. It has been a period of repetitive findings and missed opportunities. Many of the findings in these studies underscore the common themes found in the ATLDP study: There is no well-developed, integrated, systemic approach for Army civilian leader development. Army civilians are unaware of leader development and training opportunities. Army civilians are frustrated by lack of opportunities to advance. Supervisors are less effective in interpersonal skills than in technical or conceptual skills. The Army is not developing civilian leaders for the future.

22. The fact that these deficiencies still exist after several attempts to fix them suggests a lack of accountability for taking and maintaining action to grow Army civilian leaders. It is evident that the Army has been aware of its shortfalls in developing Army civilian leaders, but for whatever reason – resources, mission requirements, operational pace, internal/external resistance, and other priorities – the Army has not followed through on recommendations from previous studies. It has not made the changes needed to develop Army civilian leaders.

4

23. The Army must institute accountability for its civilian leader development, starting with the individual and extending throughout the institution. By doing so, the Army would gain increased readiness, greater team cohesiveness, and a new bond of professional collaboration between its uniformed and civilian members. Now is the time to act on this study's recommendations.

WHAT THE FIELD TOLD US ABOUT ACCOUNTABILITY

24. Army civilian leader training and development has a low priority. A majority (70%) of senior leaders report that Army civilian leader development programs have a low priority in relation to other tasks. More than one-half of supervisors (64%) and SESs (52%) say their organizations have less funding for training Army civilians than they need. One-third of senior leaders believe current leader development programs are ineffective. More than one-third of respondents say lack of resources (e.g., time, money) and excessive workload interferes with receiving leader development training. Almost as many Army civilians (GS-07 through GS-12) disagree as agree (~40% vs. ~45%) that workload restricts training and educational opportunities to develop leader and professional skills. SESs and GOs believe the following are detractors to developing effective Army civilian leaders: (1) low priority of leader development, (2) employee workload, and (3) unwillingness to relocate.

25. Army civilians are not attending mandatory leadership courses. Only 11 – 12% of Army civilians are eligible for the civilian core leadership courses, and this audience is not attending them. About one-half of civilian supervisors (51%) say that their organization has less access to training courses or programs than it needs. Fewer than half of Army civilian supervisors say that supervisors, coworkers, career program/field guidelines, ACTEDS plans, and CPAC personnel specialists are effective in letting them know how to develop as an Army civilian leader. Nearly half of Army civilians disagree that adequate training and educational opportunities are available to develop leadership skills or to develop professionally because of excess workload. Current career guidelines have little effect on Army civilian leader development. Current resourcing of Army civilian leader development creates an extremely complex and redundant system that lacks the ability to accurately account for leadership development. Currently the G-1 has proponency for Civilian Leader Development, and provides funding for all core courses.

26. Many Army civilians mention that they are unable to attend training, especially longer courses, because there is no one to do their work when they are gone. They request that training be made mandatory so their supervisors will be required to send them. Some suggest that Army civilian development be made a performance management system objective for supervisors and that supervisors be held accountable for achieving that objective.

27. Organizations and leaders are not effective at providing developmental/training opportunities for Army civilians. About one-fourth of SESs/GOs report that supervisors/managers resist supporting leader development and that the right Army civilians are not identified for the right training. Forty-five percent of SESs/GOs report "nothing", "not much", or did not respond to the question asking, "What is being done in your organization to overcome barriers to leader development?" Focus group responses indicated lack of any knowledge of policies, a lack of policies, or lack of knowledge that a policy exists.

28. The current performance appraisal system is not working. Less than half of Army civilians believe that performance counseling helps them know their strengths and weaknesses on the job.

29. Army civilians want supervisors and employees to be accountable for job performance. Additionally, Army civilians see poor performers in the workplace and want supervisors to be able to discipline them, and replace them if necessary. Respondents perceive that the performance management system is ineffective at differentiating poor, better, and best performers. They prefer that better and best performers be rated higher than poor performers and paid accordingly. Many see upward feedback (employees rating supervisors) as an answer to this problem. Additionally, employees and supervisors report that they do not know what courses are available or needed for career progression. Army civilians would like supervisors held accountable for sending

people to training. Supervisors and employees report that they are unaware of policies related to leader development.

ACCOUNTABILITY – RECOMMENDATIONS #1 AND #2

RECOMMENDATION #1: MAKE ARMY CIVILIAN TRAINING, EDUCATION, AND LEADER DEVELOPMENT A HIGH PRIORITY.

- **Implement the ATLDP recommendations, assess their impact, and evaluate their effectiveness in growing leaders for the Army.**

- **Provide and protect resources (e.g., people, time, funding, availability) for developing, training, and sustaining Army civilians at all levels.**

- **Move proponency for civilian leader development from G-1 to the G-3, with TRADOC as the Executor.**

DISCUSSION SUPPORTING RECOMMENDATION #1:

30. There has been a lack of sustained momentum in growing Army civilian leaders. It is evident that the Army has been aware of its shortfalls in developing Army civilian leaders, but for whatever reasons – resources, mission requirements, operational pace, other priorities, internal/external resistance, etc. – the Army has not made the changes recommended by previous studies. This history of marginal action and the many conclusions from these studies indicate that the Army has not been effective in developing Army civilian leaders and that the Army's current programs do not prepare Army civilians to become leaders.

31. The study group found that the role of Army civilians is not clearly and concisely defined. While the role of Army civilians has been described in terms of support provided to soldiers or functions performed to free soldiers for combat operations, there is no unifying theme that solidifies the Army civilian's place now or in the future. Additionally, while there is regulatory guidance for a leader development program, in practice it is outdated, conflicting, confusing, and not well known; does not provide Army civilians adequate developmental opportunities; is not adequately funded; and, is not designed to develop individuals before they assume supervisory positions. Leadership competencies for Army civilians are not well defined, either for leaders of today or tomorrow. The Army civilian leader training and development program is not meeting the needs of the Army.

32. It is critical that the Army make civilian training and leader development a higher priority than it is currently or face the prospect of the Army civilian being ill prepared to meet the challenges of tomorrow. This higher priority would include adequately resourcing the effort at all levels, implementing the ATLDP recommendations, assessing the impact of those recommendations, and evaluating how well the Army grows its civilian leaders. Developing tomorrow's civilian leaders will require a stronger link to the organizations and ARSTAF elements currently resourced to plan for the future objective force and validate methodology. Civilian leader development responsibility resides with the Assistant G-1, Civilian Personnel Policy. The ATLDP study recommends that all Army leader development be aggregated under one component. The G-3, as the ARSTAF proponent, will accept the transfer of responsibility and accountability for civilian leader development while the Training and Doctrine Command will assume the role of executor.

33. Providing effective training and leader development will greatly enhance the Army's ability to meet its future readiness requirements.

RECOMMENDATION #2: ENSURE THE ARMY CIVILIAN PERFORMANCE EVALUATION SYSTEM PROVIDES EFFECTIVE PERFORMANCE ACCOUNTABILITY AND FEEDBACK, AND PROVIDES FOR PROFESSIONAL DEVELOPMENT.

- **Align individual developmental and performance objectives with organizational values and goals.**
- **Provide incentives to enhance performance and encourage lifelong learning (see imperative #2).**
- **Provide ongoing, documented feedback (counseling) regarding:**
  - **Performance.**
  - **Individual developmental goals.**
  - **Career development.**
- **Provide a metric for:**
  - **Performance evaluation.**
  - **Movement through the "bands of excellence" (see recommendation #5).**
  - **Promotion selection.**
  - **Retention.**
- **Monitor compliance of organizations and leaders regarding the implementation and documentation of the performance evaluation cycle.**
- **Determine appropriate consequences for noncompliance and means for enforcement.**

DISCUSSION SUPPORTING RECOMMENDATION #2:

34. Currently, Army civilian evaluations are done using the Total Army Performance Evaluation System (TAPES). TAPES is presently under revision and is being transformed into the Army Automated Performance Management Support System XXI (APMS XXI). A draft regulation is being staffed; however, this Panel does not assume the changes under the new system will address all aspects of Recommendation #2. Therefore, Recommendation #2 is based on data gathered in this effort on the present TAPES.

35. Briefly, the stated purpose of TAPES is, "... the systematic process of integrating performance, pay, and awards systems to improve individual and organizational effectiveness in the accomplishment of Army mission and goals." TAPES attempts to do this by following the Department of the Army Performance Management Plan (AR 690-400, Chapter 4302, Subchapter 1).

36. There are two subsystems within TAPES: the Base System and the Senior System. (The APMS XXI draft regulation will consolidate the two systems.)

- The Base System Civilian Evaluation Report (DA Form 7223) system applies to nonsupervisory and supervisory Army civilians in the grade of GS-8 and below. It requires the rater to evaluate the ratee on four general responsibilities, providing behavioral examples of each, and provide comments relating to the Army values. If the rated individual is in a position with "some supervisory duties," there are two additional responsibilities. Under each responsibility is a four-point scale where raters record how well each responsibility is being performed. The Base System Civilian Performance Counseling Checklist/Record (DA Form 7223-1) has two parts: a counseling checklist for conducting and documenting counseling sessions, and the responsibilities, performance standards, and key points that were generated in counseling sessions.

- The Senior System Civilian Evaluation Report (DA Form 7222) system applies to supervisory and nonsupervisory Army civilians in the grade of GS-9 and above. It requires the rater to evaluate the ratee on overall performance based on the performance standards identified in the Senior System Civilian Evaluation Report Support Form (DA Form 7222-1) and provide comments relating to the Army values.

The Senior System Civilian Evaluation Report also asks raters to indicate whether the overall rating includes the supervisory performance standards.

37. Army civilians believe that midpoint counseling about their current job performance is useful; however, they do not believe it is always conducted according to regulation. Also, they are split (one-third satisfied, one-third neutral, one-third dissatisfied) on levels of satisfaction with the formal and informal feedback they receive on their development as future leaders.

38. The Panel determined – from focus group data, survey data, on-line SES/GO survey data, and information gathered from three Executive Panel meetings and a Strategic Conclusions and Recommendations Conference – that TAPES does not fulfill the purpose for which it was developed. When asked, "How well is civilian performance being evaluated?", focus group responses overwhelmingly indicated that performance is not being well evaluated (1,012 "not well" responses out of 1,369 overall responses). TAPES does not achieve the desired ongoing dialogue between rater and the ratee about performance, expectations, and professional development. Supervisors, in general, are not using it as a source for making sound decisions concerning compensation, training, reassignment, promotion, reductions in grade, retention, reductions in force (RIF), or removal. There is inconsistency in the way it is used throughout the Army. There is widespread perception that supervisors inflate ratings to avoid grievances or complaints from employees, or that supervisors choose not to differentiate between high and low performers.

39. The intent of TAPES is that the rating process be a collaborative effort between rater and ratee. However, ratees do not believe that the feedback they receive helps them with career development – a stated performance evaluation system objective. As a result, any developmental outcomes become the sole responsibility of the ratee, not the rater.

40. Raters are not using specific, measurable performance standards. Some raters do not even prepare evaluation reports. The Panel concluded that TAPES does not meet its systemic objectives and fails to meet the needs of the Army and individuals.

41. The Panel found no definite link between individual performance assessments and organizational performance. In summary, while the Army does have an individual performance management system for Army civilians, organizations and activities within the Army do not have a standard approach to conducting organization assessments. A marginally effective personnel performance evaluation system and an inadequate approach to organizational performance evaluation are not adequate for the Army in the future.

42. Implementing this recommendation will help create accountability for Army civilian training and leader development as well as aligning such development with the goals of the organization. It will help develop an organizational climate that fosters lifelong learning; provides feedback focused on developing the strengths of individuals for the best of the organization and the individual; sets the measurable standards for assessment of performance, advancement and retention; holds individuals, leaders and organizations accountable for the successful implementation of the performance evaluation cycle; and applies consequences as necessary.

FUTURE STATE – ACCOUNTABILITY

43. If the Army successfully executes these recommendations, training, education, and leader development will become priorities for all Army civilians. This will benefit both organizations and individuals. Leaders at all levels will be responsible for establishing and maintaining an effective organizational climate. Individuals, leaders, and organizations will be held accountable and be able to account for their performance, as well as for their subordinates' professional and personal development. This accountability will lead to the Army being a true learning organization that is people-oriented, ready, and transformed.

IMPERATIVE #2 - LIFELONG LEARNING

ABOUT LIFELONG LEARNING

44. Lifelong learning is the individual pursuit of knowledge, the comprehension of ideas, and the expansion of contextual depth. The single most critical element to the learning process is feedback. It is the basis for increasing self-awareness and empowering the individual with choice. Learning is limited without feedback from an external source. Bias creates blindness to behaviors and nonverbal communication. Feedback from others provides an individual awareness of others' perceptions of his behavior. Learning is the critical contributor to interpersonal and intrapersonal growth. The challenge for organizations today is to instill, at the individual level, the desire to make the overt act of learning a lifelong pursuit. In the absence of individual motivation, organizations fall short of realizing their full potential. Lifelong learning is the essential foundation for transforming leader development in a transforming Army.

45. Lifelong learning must be endorsed and modeled from the top. For optimal effectiveness, it must be linked to the organization's strategic plans and goals. Careful planning is needed for creating increasingly challenging work assignments. Feedback is an essential piece of the learning process. Further, Army civilian careers must contain a balance of training, education and development, operational assignments, self-development, and mentoring.

46. A review of current literature (e.g. *Organizations Growing Leaders: Best Practices and Principles in the Public Service*, Human Capital Series, December 2001, *Leadership Development: A Review of Industries Best Practices*, ARI, April 2001) indicates that the best-performing organizations of the future will be those that learn faster than their competition and are able to learn from experience. Organization members motivated to learn will help keep their organizations at peak performance.

WHAT THE FIELD TOLD US ABOUT LIFELONG LEARNING

47. Consistently, respondents believe that training (both leadership and technical) should be made more like the system for soldiers. The most acute issue is funding, including fencing and a centralization of resources as is done for soldiers.

48. Respondents also want a leader development system similar to the system that exists for soldiers; a system consisting of mandatory structured, progressive, and sequential courses with a timeline for attendance. Some mention that they want Army civilians and soldiers to attend courses together to improve Army civilian-soldier relations.

49. Supervisors should be held accountable for sending people to training. Too little leader development training is being provided, and what is provided is too late to be beneficial. The field would like to see more Army civilians provided with leader development training, and it should be provided earlier in their careers.

50. Training inhibitors include lack of funding and resources, and lack of knowledge about training and development policies and available courses.

51. Current common core leadership training courses are beneficial. Most supervisors and senior leaders believe that it is important for their subordinates to attend.

52. Organizations and supervisors both support self-development activities on members' personal time and time at work. However, while this support exists, many respondents indicate they have to take the initiative, with little or no guidance, to find training and other opportunities to develop themselves.

53. Currently, Army civilians feel forced to complete self-development on their own time. They would like more training to be available at their own installations, on-line, and by correspondence, because they are often not allowed to travel to attend training. Many report not knowing what training is available, and believe it should be better advertised.

54. Respondents realize that on-the-job development, as well as formal training, is critical to improving skills. They would like a variety of assignments to gain on-the-job training and assignments aligned with training so that the learning can be reinforced. They want the intern program improved and expanded to attract top talent to the Army. Many also suggest applying the intern model across career fields and employees so that everyone will get the same benefits. Many also would like the Army to fund college degrees. They would like more emphasis on mentoring.

55. Nearly half of senior leaders believe that insufficient opportunities exist for Army civilian leader development and that Army civilians in their organizations are not being adequately developed to "lead change." Senior leaders also believe that the priority given existing leader development programs is too low compared to other initiatives, and that the absence of a centralized approach to leader development is an obstacle to adequate leader development training for Army civilians. Other obstacles mentioned were employee workload, supervisor resistance to leader training, inconsistent implementation of policies and practices, and lack of information. Additionally, about half of the senior leaders said "nothing or "not much" is being done in their organizations to overcome barriers to effective leader development.

56. Many Army civilians request a clear "career path" to show them the training and development needed at various points in their careers and what they need to do to get promoted. They want a document that shows specific steps, such as a checklist or road map. Some also request tying training to career progression. Again, respondents point to existing systems for officers and NCOs as models for a career path.

LIFELONG LEARNING – RECOMMENDATIONS #3 THROUGH #8

RECOMMENDATION #3: CREATE A TRAINING AND DEVELOPMENT PARADIGM THAT INCORPORATES A LIFELONG LEARNING PHILOSOPHY.

- **Define and develop a philosophy of lifelong learning.**
- **Encourage Army civilians to follow the lifelong learning philosophy through a balance of training and education, operational assignments, self-development, and mentoring.**

DISCUSSION SUPPORTING RECOMMENDATION #3:

57. The Army's lifelong learning philosophy should include the following definition:

> *Lifelong learning is the pursuit of knowledge, the comprehension and synthesis of ideas, and the expansion of depth of understanding on a continual and unrestricted basis.*

58. Army policy should clarify exactly how lifelong learning, self-development, feedback, and mentoring are linked to the individual development of a person, and how training, education and development, and operational assignments can enhance self-development.

59. For the Army to truly be a "learning organization," it must go beyond its current training model to promote a lifelong learning philosophy grounded in a balance of training, education and development, operational assignments, self-development, and mentoring.

60. Institutional training and education provide uniformed and Army civilian leaders opportunities to acquire the knowledge, skills, and attributes needed to perform their duties. Institutional (schoolhouse) training provides learners the opportunity to learn the theoretical basis for understanding leadership and develop awareness of their own leadership behaviors.

61. Operational and developmental assignments provide opportunities to translate the theoretical base and awareness acquired during institutional training/education into practice. They provide an avenue to gain the

confidence and competence needed for more complex/higher level assignments. They also provide critical experiences needed for the future. Supervisors should make every effort to assure that recently trained Army civilians receive assignments allowing practice of newly acquired skills.

62. Self-development is a positive action that entails the pursuit of knowledge to establish a depth of comprehension and understanding about the logic of a particular topic. As one of the three pillars of leader development (institutional, operational, and self-development, per FM 22-100), its function is to provide a means for acquiring knowledge and comprehension that would not otherwise be developed in the institution or during operational experiences.

63. There is a need to adopt a definition of self-development. There is also a need to clarify, publish, and disseminate self-development policies. Individual self-development plans can be tied to the organizational needs and strategic plans and vice versa, thus giving a positive return on investment for both the organization and the individual. Self-development and motivation are interdependent. Increased motivation among members will be the positive outcome expected from self-development.

64. One of the elements of the lifelong learning philosophy is mentoring. When coupled with self-development, it allows individuals to seek out a mentor with whom they can discuss their own development and receive guidance or information on their pursuit of lifelong learning. The Army has emphasized the significance of mentoring for Army civilians in "*Mentoring for Civilian Members of the Force*" (DA PAM 690-46, 1995). However, the field reports that there is no consistency among mentoring programs and processes that currently exist within the Army. There is a need to adopt a definition of mentoring and to publish guidelines for, and best practices, of mentoring. Since a mentoring relationship is a voluntary action, the responsibility is on the individual to enter into a mentoring relationship as part of lifelong learning.

65. To balance training, education, and operational assignments, leaders must be aware of training opportunities; know individuals' strengths, weaknesses, and goals; and be able to motivate subordinates through increasingly challenging assignments. Maintaining this balance assures appropriate return on the Army's investment of time and money. One-half of SESs/GOs reported insufficient developmental opportunities; one-fourth stated that Army civilians are not identified for the right training; more than one-half reported that Army civilian workload and inconsistent implementation of policies and practices are barriers to developing the workforce. In addition, comprehensive survey respondents said they were unaware of training requirements and opportunities.

RECOMMENDATION #4: REPLACE THE CURRENT CIVILIAN CAREER PROGRAMS AND CAREER FIELDS WITH A BROAD CAREER MANAGEMENT SYSTEM FOR ALL ARMY CIVILIANS IN SUPPORT OF READINESS.

- **Create a career management system for all Army civilians that includes both leader and technical tracks.**
- **Define functional area, technical, and leader competencies.**

DISCUSSION SUPPORTING RECOMMENDATION #4:

66. The current career program system is stovepiped, narrow in scope, and does not, in its entirety, address the competencies and skill sets required of the future Army civilian workforce. Future competencies should enable Army civilians to be adaptable and self-aware, possessing integrated skill sets and the ability to function in broad-based jobs with multiple responsibilities. The field reported that they do not find their career field programs and the Army Civilian Training, Education and Development System (ACTEDS) effective in helping them develop as leaders. Many were unaware of what actually exists. Current career programs include only about one-third of the Army civilian workforce.

67. The Army's current 22 civilian career programs and established proponent career fields need to merge into fewer, broader functional areas similar to what the uniformed component has done with the Officer Personnel

Management System (OPMS). Once the functional areas are determined, the technical and leader competencies and skill sets need to be defined. The leader competencies discussed in FM 22-100 provide a framework for developing Army civilian leaders as a part of the Army team.

68. The career management system for all Army civilians must include leader tracks, technical tracks, career road maps with decision points for self-directed career management, and a centralized, integrated Army education system. The leader and technical tracks would address skill sets needed at each grade level to grow leaders versed in the Army leadership competencies. Skills could be developed by coursework, developmental assignments, or self-study.

69. Ideally, this new broad career management system will ensure effective use of employees through a required mix of challenging on-the-job assignments, skill-building formal training, operational assignments, and cross-training. This process should produce a professional, highly motivated, self-confident workforce.

RECOMMENDATION #5: IMPLEMENT A DEVELOPMENTAL CONTINUUM FOR ARMY CIVILIANS.

- **Develop an Army-wide system for organizations and individuals to forecast, plan, monitor, and track training experiences.**

- **Tie to progressive and sequential leader/technical training plans, with decision points for career options.**

- **Ensure career road maps are tied to the broad career management system for all Army civilians to use in self-directed career management.**

- **Implement "bands of excellence" for career progression.**

- **Train feedback and developmental counseling skills in all Army leadership courses and provide specific training.**

DISCUSSION SUPPORTING RECOMMENDATION #5:

70. There is a problem with the Army currently having different systems to forecast, plan, monitor, and track training. These systems are not fully integrated and are not used appropriately. This makes them ineffective. The Army must tie its personnel management database to its training database to provide supervisors all the tools necessary to manage and utilize the civilian workforce. This can also tie into the bands of excellence and functional areas.

71. To ensure optimum use of Army civilians, the Army must conduct (plan, prepare, execute, and assess) training much like it does for the uniformed force. Therefore, the Army should develop one system that allows those responsible for training to assess, forecast, plan, monitor, and track training from a complete perspective. In addition, each Army civilian will have a clearly defined road map with leader and technical tracks spelled out. Army civilians would be able to go back and forth between tracks, depending on individual choice or organizational need.

72. The Army civilian "bands of excellence" concept is entirely new. Survey respondents complained that there is no real incentive to attend training because there is no correlation between the training and selection for promotion. Bands of excellence is a way of tying leader development training to promotion opportunities. The goal is to have both technical and leadership career tracks for Army civilians. These tracks will be progressive and sequential, allowing an individual to shift from one track to the other with minimal retraining to meet the qualifications established for a position.

73. Both career tracks will require technical and leadership training. However, depending on one's chosen track, the amount of training in each component will be weighted more heavily toward the chosen track. The training will be competency based, and to successfully progress up the "bands," one must meet increasingly demanding standards. Individuals will be afforded the opportunity to move to either track throughout their

career. The flexibility of movement between tracks will be based on completion of training and certification of competencies in both tracks at each preceding level.

Leadership and Technical Tracks
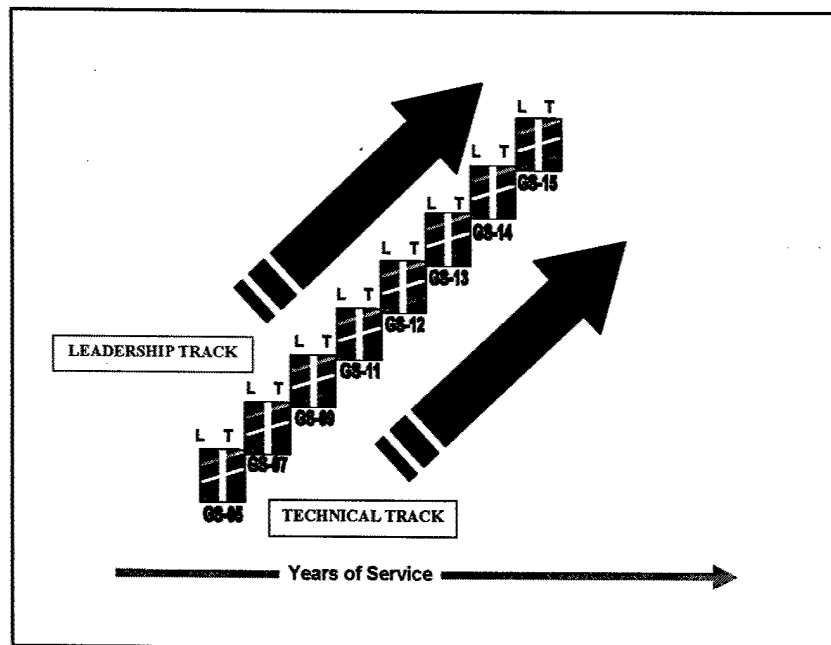
74. The whole "comprises" the parts--In this case, the band will comprise three intra-band levels of competence. Level A (apprentice), Level B (journeyman), and Level C (expert). To be considered for movement to the next higher band, one must achieve "expert" certification in the preceding band. Selection of candidates for promotion will be made exclusively from Level C (expert).

75. Employers can request a hiring roster listing applicants with the appropriate technical qualifications and leader competencies. Over time, carefully designed training bands will allow selecting officials to know the skills they can expect applicants to possess. Army civilians will understand that referral for a job is contingent upon completion of prescribed training that places them into consideration for advancement. *If properly executed, this system will restrict selection of candidates to the top band.*

Bands of Excellence
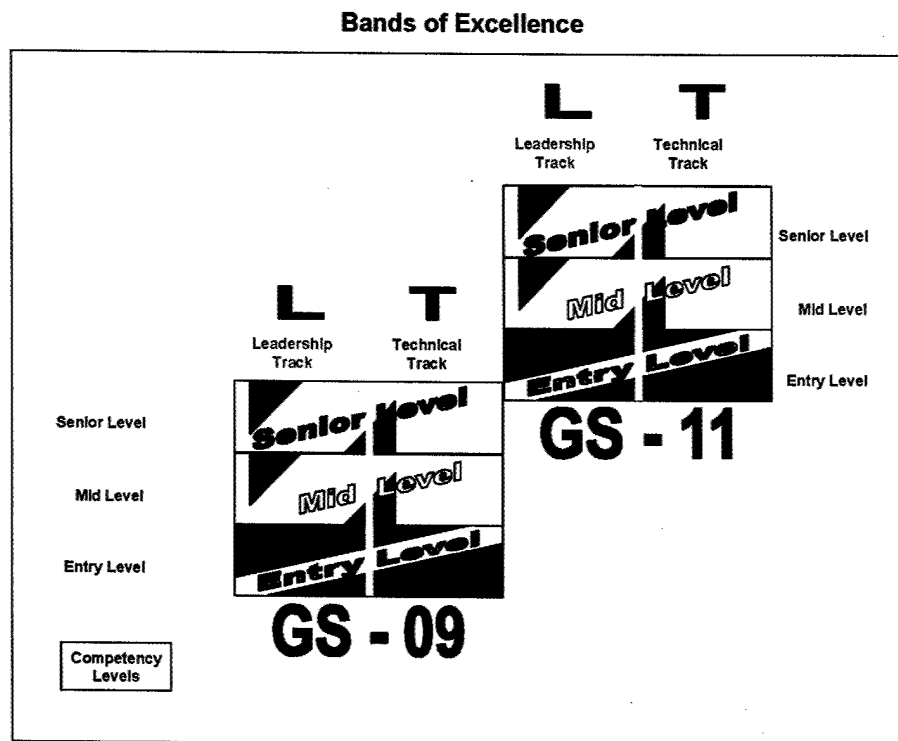
76. In addition to the obstacles to getting leader development training, supervisors responding to the survey indicated that they do not see much payoff for attending training, either for themselves personally in terms of promotion, etc., or for their organization in terms of planning for 5–10 years into the future. Only about 40% of SESs and GOs agreed that the training their civilian managers and supervisors received has helped them in planning for their organization's future needs.

77. Feedback is the intermediate step between assessment and evaluation, and is required by regulation. However, survey respondents indicate that feedback does not occur as required by regulation, much less on a continual basis. Lack of feedback has a negative effect on morale, motivation, and productivity. There needs to be more monitoring of the feedback required by regulation. Additionally, feedback and counseling skills can be addressed specifically in leadership courses.

78. SES/GO survey respondents and focus group participants requested specific training to enhance leadership skills, including more training in change management, critical thinking, and strategic planning. These skills can be included in the leadership track.

RECOMMENDATION #6: PROMOTE SELF-DEVELOPMENT AS PART OF THE ARMY LIFELONG LEARNING PHILOSOPHY.

- **Clarify, publish, and disseminate Army policies and expectations regarding civilian self-development.**

- **Adopt and publish a standard definition for self-development:**
  Self-development encompasses activities and learning which enhance lifelong personal development while contributing to professional competence and organizational mission effectiveness.

- **Execute self-development within a balanced framework of training and education, developmental experiences, and mentoring.**

DISCUSSION SUPPORTING RECOMMENDATION #6:

79. There is currently no consistent definition or policy for self-development. Army civilians intuitively expect self-development to occur but lack guidance concerning what it looks like or how to accomplish it. Guidance from the organizational point of view should reinforce self-development as part of the lifelong learning philosophy. It should define self-development and emphasize its importance for both individual and organizational growth.

80. Clarifying, publishing, and disseminating self-development policies and expectations, along with adopting a common definition and making available self-assessment instruments, will set the course for making self-development an integral part of lifelong learning. All training/assignments/self-development policies should be incorporated into an Army civilian training strategy and linked to promotion opportunities. The most important aspect of self-development is executing it within the framework of training/education, developmental experiences, and mentoring/counseling. As one of the three leader development pillars, self-development complements institutional training and operational experiences with an intentional plan for each Army civilian's development and growth. Operational or developmental assignments give Army civilians opportunities to practice their new skills. As the term implies, *self*-development requires the individual to take the initiative to seek out developmental opportunities. The individual's developmental plan can be tied to organizational needs and strategic plans.

81. Self-development has been determined to be important to improving performance. The person who is self-motivated seeks out ways be become more knowledgeable. The Army should provide opportunities to share that knowledge and motivate others to become seekers of knowledge as well.

RECOMMENDATION #7: PUBLISH AND MAKE ACCESSIBLE THE GUIDELINES, DEFINITION, AND BEST PRACTICES FOR MENTORING PARTNERSHIPS. ADOPT AND PUBLISH THE FOLLOWING DEFINITION:

> *Mentorship refers to the voluntary, developmental relationship that exists between a person of greater experience and a person of lesser experience. It involves a proactive, selfless commitment to foster personal and professional growth in others based on mutual trust and respect, sustained through careful listening, sincere caring, and sharing of knowledge and life experiences for the betterment of the individual and the Army. Mentoring reinforces Army values and develops leaders who can meet the challenges of the future.*

DISCUSSION SUPPORTING RECOMMENDATION #7:

82. A key element in the concept of mentoring is developing a relationship between a person of greater experience and a person of lesser experience where there is a sharing of knowledge and life experiences. This element substantiates the added value that mentoring brings to the Army, its organizations, and the participants. By publishing and making this information accessible, the Army will offer the education needed about mentoring. It will provide clarity and be a resource accessible to anyone interested in entering a mentoring relationship. An organization/installation can use it to develop a local program. Mentoring helps people learn from experience; thus, it is also very relevant to lifelong learning.

83. Mentoring provides positive return on investment by improving productivity, morale, and job performance. The field (Army civilians, civilian executives, and GOs) reported that the Army should increase command emphasis on mentoring. Providing education about what mentoring is, its benefits, where mentoring is available, and making it a part of the Army culture, will positively affect the development of future Army civilian leaders.

84. As a result of the three previous ATLDP studies, the Army is currently designing and coordinating a doctrinal approach to mentoring designed to generate a common vocabulary, stimulate discussion, and provide a

reference to rising mentors and those being mentored. The outcome of this initiative will reinforce a culture of personal and professional development.

RECOMMENDATION #8: DEVELOP A CENTRALIZED ARMY EDUCATION SYSTEM, INTEGRATING CIVILIAN AND MILITARY INDIVIDUAL TRAINING, EDUCATION, AND DEVELOPMENT WHERE APPROPRIATE.

- **Identify Army civilian leader competencies that support readiness.**

- **Increase access to training and development through a variety of sources (college and universities, developmental assignments, distance learning, etc.), while enforcing systemic accountability.**

- **Integrate civilian and soldier education, training, and development throughout all levels.**

- **Broaden the targeted Army civilian education and training base (e.g., earlier in career, lower grade level, career and noncareer programs).**

- **Create a structured, progressive, sequential institutional approach designed to support bands of excellence (see recommendation # 5) and increase competencies throughout an Army civilian's career.**

DISCUSSION SUPPORTING RECOMMENDATION #8:

85. The following Army civilian leader development training and education model is commonly referred to as the "stair-step" chart. It portrays professional development courses available to Army civilians. These courses are also referred to as the "Army Civilian Leadership Training Core Curriculum." This "stair-step" graphic depicts courses developed over time to meet the leader development training and education needs of Army civilians. Some of these courses have been delivered for ten or more years as stand-alone courses that have no apparent relation to each other in terms of proponent, content, or focus – although the original intent was to provide a progressive and sequential leader development curriculum.

Army Civilian Leadership Training Core Curriculum
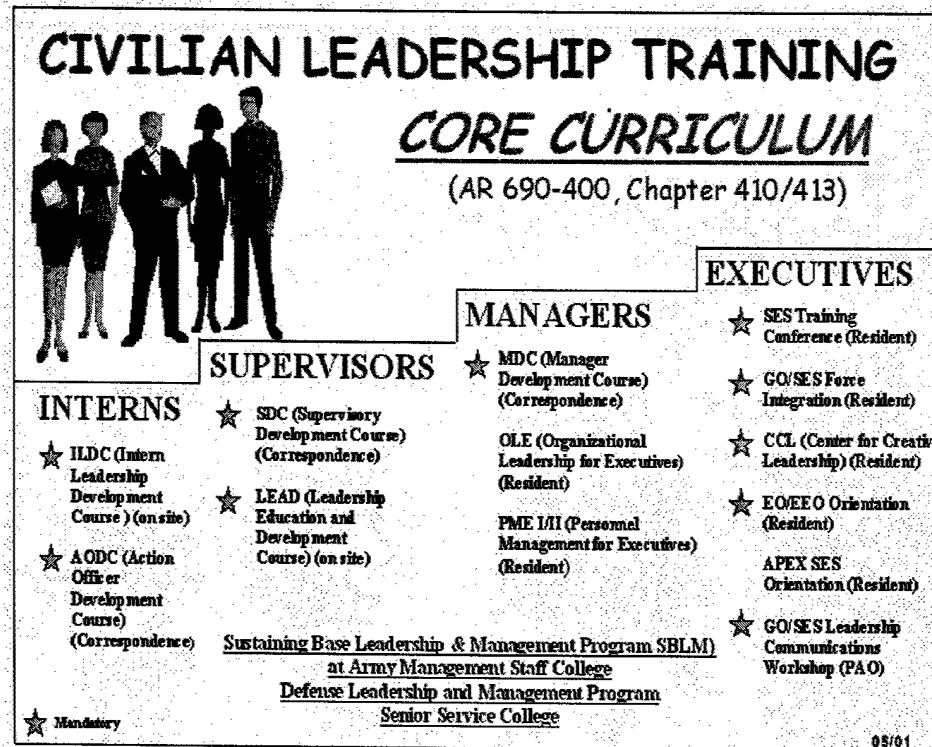
86. The Army Civilian Leadership Training Core Curriculum (excluding the executives portion) identifies five courses as "mandatory": the Intern Leadership Development Course, Action Officer Development Course, Supervisor Development Course, Leadership Education and Development Course, and the Manager Development Course. Four courses are not mandatory: Sustaining Base Leadership and Management, Organizational Leadership for Executives, Personnel Management for Executives I, and Personnel Management for Executives II. Also not mandatory are participation in DLAMP and attendance at the Senior Service Colleges.

87. Compliance with mandatory requirements is up to supervisors. There are no consequences or sanctions imposed on Army civilians or their supervisors for failure to attend and successfully complete these courses. There is no forcing or enforcing mechanism for attendance. While most supervisors consider the management or supervisory training they have received to have benefited them in the workplace, they feel that there is no incentive to attend management or supervisory training because it does not necessarily lead to advancement or to added compensation.

88. There is currently no commonly accepted set of competencies for Army civilian leaders around which to focus leader training. The courses in the core leadership curriculum are designed to address different (but perhaps correlated and complementary) competencies, namely, those contained in Army leadership doctrine and those prescribed by the Office of Personnel Management for SES positions . This lack of a common direction within the core curriculum produces a "patchwork quilt" effect. The result is that the leader development process lacks integration and focus and does not provide a framework within which the effectiveness of all courses can be evaluated against a common metric. A needs analysis should be conducted soon to determine

the competencies that should be the focus of Army civilian leader development and that support Army vision, mission, goals, and strategy.

89. The current civilian leader development system fails to meet the Army's needs. Targeted Army civilians are not attending the core leadership courses for a number of reasons. Responses to comprehensive survey questions indicated that training, especially leader training, is not perceived as really available to them. Respondents who have attended the mandatory core curriculum courses found them to be effective; however, they are not generally accessible to Army civilians in the grades of GS-7 through GS-12 who want the training and believe they would benefit from it.

90. When asked in focus groups "What does your supervisor or organization do to support leader development for you?", the most frequent response by far was "nothing." Only about 40% of SES/GO respondents agreed that Army civilians have sufficient training and leader development opportunities.

91. Regarding obstacles to leader development training, the most frequent responses from the field were lack of resources (time, money, etc) and the workload/mission. SES/GO respondents said that leader development's low priority relative to other tasks and the employee workload were the greatest obstacles to developing Army civilian leaders. Comprehensive survey respondents said that not knowing what courses are offered is an obstacle in getting leader development training. This was echoed in focus group comments that Army civilians are largely uninformed about the leader development program in general or any leader development courses available to them. However, the FY 01 Army Civilian Personnel Attitude Survey showed that about one half of supervisors and employees had not accessed the training section of Civilian Personnel On Line (CPOL) in the previous 12 months.

92. While a majority of Army civilians believe that the chain of command supports their training and development, most say that they must initiate it themselves. This is consistent with the findings of the US Merit Systems Protection Board concerning the role of supervisors in human resource management. This report stated that training decisions in the federal government are often a matter of employees nominating themselves for training they would like to attend and supervisors approving those requests with little or no regard for what kind of development each employee actually needs and its ultimate effect on the overall organization.

93. About half of the survey respondents indicated that they did not believe that their supervisors know what training and development they need. Supervisors said that they did not have the necessary resources to train their employees. Only 30–40% of SESs/GOs agree that their organizations have sufficient funds for job-related training to maintain up-to-date job skills or for leader development training. When focus groups were asked what leader development training should be made available, the most numerous response was; "training should be made available sooner." The second highest was "leadership training should be made available to everybody." According to the SES/GO on-line survey, 75% of SESs and GOs indicate that the Army fills most of its leadership positions by promoting from within the organization or from the Army at large. If the Army is to do an effective job at growing leaders from within, it must put more effort into developing the GS-7 through GS-12 ranks. This Panel believes that GS-7 through GS–12s are underserved in that development process.

94. Many of the problems that the Panel discovered in the current leader development system can be attributed to the fact that Army civilian leader development has not enjoyed the same priority as leader development in the uniformed component, and to basic differences between the two systems. The intent of this recommendation is to rectify some of these differences and put increased priority on Army civilian leader development.

95. The uniformed component is a closed system. A soldier enters at the lowest rank and works up. There is no lateral entry. Promotion is based on performance as well as potential. Soldiers are often promoted to a position and then given the necessary training. In contrast, Army civilians are not considered competitive for jobs unless they have already demonstrated the requisite knowledge, skills, and abilities. As a result of these differences, the Army has invested more resources in developing soldiers than Army civilians. Integrating the non-warfighting education of uniformed and Army civilian members would greatly improve training and development of Army civilians. It would benefit the Army as a whole by increasing exposure of the two

components to each other and building a more cohesive culture and climate based on mutual understanding and trust. The current focus on removing military from many TDA positions can only heighten the need for more and better civilian leader development.

FUTURE STATE – LIFELONG LEARNING

96. The Panel envisions that there will be a developmental program with links to organizational strategic plans and goals. Feedback will be commonplace as a part of the learning cycle. This developmental program will have all Army civilians participating in a balance of training and education, operational assignments, self-development, and mentoring, as is determined best for the Army, the organization, and the individual. A broad career management system for all Army civilians that includes leader and technical tracks will be effectively and efficiently operating. Career roadmaps with decision points for self-directed career management will be the norm for professional development.

97. The Army must link civilian training and leader development to advancement eligibility with the Army being accountable for providing opportunities to attend training and leader development. This would greatly enhance the Army's ability to demonstrate its commitment to providing career development opportunities for its civilians. Upon implementation and successful execution of the above recommendations, the Panel believes that the future state of the Army regarding lifelong learning will show that it is enthusiastically endorsed and modeled from the top levels of the Army leadership to the bottom levels.

IMPERATIVE #3 - INTERPERSONAL SKILLS

ABOUT INTERPERSONAL SKILLS

98. Leadership is about influencing others within the context of a relationship. Interpersonal skills are critical to the ability of leaders to persuade, motivate, develop, and manage constructive working relationships with others. Leaders must be aware of their own behavior patterns and emotions (self-awareness) and attuned with empathy to the people they lead. Leaders set the climate of their organizations. Climate, in turn, affects productivity. Therefore, it is imperative that the Army provide tomorrow's leaders the very best preparation possible in this critical leadership dimension.

99. To support tomorrow's Army, all Army leaders must be proficient in interpersonal skills. Interpersonal skills include motivating and inspiring people, fostering commitment from subordinates, building strong working relationships and teams, and shaping a positive and productive organizational climate through communication, support, and understanding.

100. Research shows that the organizational climate (how people feel about working there) can account for 20–30% of the organization's performance. Actions of the organization's leader account for 50–70% of how employees perceive their organization's climate. For every 1% improvement in the service climate, there is a 2% increase in revenue (productivity) (Goleman, 2002, _Primal Leadership: Realizing the Power of Emotional Intelligence_).

101. There is agreement in research literature that trust is an essential element to organizational success and is necessary to achieve excellence within any organization. Low levels of trust produce an environment characterized by high levels of stress, reduced productivity, and an avoidance of risk-taking and innovation (Baird and St-Amand, 1995, _Trust Within the Organization, Monograph,_ Issue 1). Maintaining trust requires a commitment to building interpersonal relationships based on honesty, integrity, and a genuine concern for others (Covey, 1990, _The Seven Habits of Highly Successful People_).

WHAT THE FIELD TOLD US ABOUT INTERPERSONAL SKILLS

102. Army civilians, SESs, and GOs view interpersonal skills as the most important leadership dimension for today's and tomorrow's leaders. However, Army civilian leaders are seen as less effective in this critical dimension than in their technical competencies. The most frequently mentioned interpersonal skill is communication. Respondents indicate that providing understandable information, both verbal and written, that gives employees a clear direction is very important. In addition, respondents point out that another essential component of communication is active listening. The second most frequent interpersonal skill mentioned is team building. Team building refers to the ability to organize teams into a collaborative group to accomplish a mission or goal.

103. Focus group comments indicate that the most valuable skills learned from leadership training with respect to job utilization are interpersonal in nature. The most frequently mentioned interpersonal skill enhanced through leadership training is communication. Communication skills are varied and include "soft" skills, such as: active listening, writing, and public speaking/briefing. Communication skills also include interacting and working with coworkers and supervisors, and customer service/care skills. Understanding people is the second most frequent interpersonal skill enhanced through leadership training. This refers to "taking care of people" in general as well as understanding and interacting with a diverse workforce, understanding different personality and work styles, and understanding different perspectives. The third most frequently mentioned interpersonal skill gained in leadership training is team building, specifically how to work as a team and get all members involved in the process.

104. Some focus group respondents also mention that the Army should evaluate leadership potential before hiring people into supervisory positions. They have witnessed supervisors with good technical skills who do not have the leadership and interpersonal skills needed for their position.

105. Focus groups indicate that Army civilians want more leadership courses in general. Specific requests for interpersonal skills training include the areas of communications, team building, conflict resolution, and influencing and motivating employees.

106. Many mention that new supervisors need training before they begin their jobs. They complain about the quality of their own supervisors and about their own lack of supervisory skills. They would like leader development courses to be open to all levels.

INTERPERSONAL SKILLS - RECOMMENDATION #9

RECOMMENDATION #9: MAKE INTERPERSONAL SKILLS DEVELOPMENT A PRIORITY.

- **Increase coverage of interpersonal skills in progressive and sequential leader training at all levels.**

- **Make interpersonal skills a dimension of performance evaluation for people in the leadership track.**

- **Make interpersonal skills a selection criterion for leadership positions.**

DISCUSSION SUPPORTING RECOMMENDATION #9:

107. While Army civilian supervisors are generally seen as effective in many conceptual, technical, and organizational skills, they are seen as less effective in their ability to lead people. The perceived deficiency is very important because the overwhelming majority of respondents at all grade levels (including SES and GO) indicate a belief that interpersonal skills are the most critical skills now, and for the future. Interpersonal skills are important because employee loyalty, job satisfaction, and productivity are all determined to a great extent by employees' relationships with their immediate supervisors. In exit surveys, Army civilians cited two of their top five reasons for leaving the Army as dealing with management and dealing with supervisors. Dealing with management refers to the frustration of adhering to rigid rules, procedures, and regulations perceived to be imposed by management. Dealing with supervisors refers to the day-to-day interaction with immediate supervisors.

108. Almost one third of Army civilians are not satisfied with the level of trust between supervisors and employees. Thirty percent of all Army employees are not satisfied with the degree of open communication between civilian supervisors and civilian subordinates.

109. Supervisors are generally promoted into leadership positions based primarily on their technical skills. Once in leadership positions, their evaluations typically do not include any assessment of interpersonal skills, even though those skills account for a large portion of what they are expected to do. The Army is not alone in this. A recent study by Office of Merit Systems Oversight and Effectiveness ("*Supervisors in the Federal Government: A Wake-up Call*," 2001) reported that most agencies do not identify employees with supervisory potential and develop them for future leadership positions. As a result, supervisory selections primarily emphasize technical expertise without adequate attention to leadership competencies. Also, supervisors themselves take issue with the way their performance is evaluated. They feel that the ability to get work done by effectively leading people should be given more weight than it is.

110. The Army must provide interpersonal skills training at all levels of leader and employee development. It cannot wait until Army civilians reach the grade of GS-12 or above to begin training them in effective relationship building. It must begin developing interpersonal skills early, continue developing them throughout an Army civilian's career, promote people to leadership positions based upon their interpersonal skills, and routinely evaluate leaders on the effectiveness of their interpersonal skills.

FUTURE STATE - INTERPERSONAL SKILLS

111. When this recommendation is successfully implemented, the Army will develop civilian leaders with interpersonal skills to motivate, inspire, and obtain commitment from their followers. The Army will have leaders who shape a positive and productive organizational climate while building strong working relationships through effective communication, support, and understanding of self and others. In short, leaders will be proficient in interpersonal skills and meet the demands of tomorrow's Army.

IMPERATIVE #4 - ARMY CULTURE

ABOUT ARMY CULTURE

112. The collection, analysis, and interpretation of the data, and the findings and conclusions indicate that Army policies and practices are out of balance with the expectations of Army civilians.

113. According to FM 22-100, *Army Leadership*, culture is "A group's shared set of beliefs, values, and assumptions about what's important." Organizational culture is a pattern of shared basic assumptions that the group has learned as it solved problems of external adaptation and internal integration and that have worked well enough to be considered valid. Therefore, these patterns of shared basic assumptions are taught to new members as the correct way to perceive, think, and feel in relation to those problems. Over time, an institution's culture becomes so embedded in its members that they may not even notice how it affects their attitudes. The institutional culture becomes second nature and influences the way people think, act in relation to each other and outside agencies, and approach the mission. Institutional culture helps define the boundaries of acceptable behavior. Army values form the foundation on which the Army's institutional culture stands.

114. FM 22-100 also states that organizational climate is the members' collective sense of the organization. It comes from people's shared perceptions and attitudes – what they believe about the day-to-day functioning of their organization – and is directly attributable to the leader's values, skills and actions. Effective leaders encourage an atmosphere of openness and trust. Such an atmosphere has a great impact on people's motivation and the trust they feel for their team and its leaders. Leaders at all levels set the climate for their organizations, no matter how small or how large. In fact, it is the leader's behavior and ability to communicate that have the greatest effect on the organizational climate.

115. FM 22-100 expounds on the fact that large and complex organizations are diverse; they have many subcultures, such as, those that exist in the civilian and reserve components, heavy and light forces, and special operations forces. Gender, ethnic, religious, occupational, and regional differences also define groups within the force. The principal subcultures addressed in this study are the uniformed military and Army civilians. There are many differences between these two subcultures. Right now, they are on parallel paths (lines) that never come together. Completion of all four ATLDP studies provides the opportunity to bring these subcultures together.

116. Army culture is irrevocably tied to people, readiness, and transformation. People must be highly motivated and committed to accomplishing the mission. Leader development must be the norm, not the exception. Cross-functional and multifaceted training must be accepted, expected, and demanded. Between the uniformed and the civilian components, there must be increased trust and respect focused on the Army's strategic vision and in support of the soldier. The uniformed and civilian components must be an integrated team, able to communicate with and understand each other. People in the Army are an asset, not a cost. The Army invests in its soldiers, but treats its civilian work force as a cost.

WHAT THE FIELD TOLD US ABOUT ARMY CULTURE

117. Army civilians are committed to making a career with the Army. Most Army civilians (97–99%) plan to stay with the Army until they are at least retirement-eligible. A sizeable majority (70–80%) of respondents also believe that their coworkers intend to make a career with the Army. A sizeable majority (61–78%) of respondents perceive their coworkers to be satisfied working for the Army. A sizeable majority (71–84%) would recommend the Army as a good employer.

118. Army civilians are willing to do what is necessary to get the job done. A sizeable to vast majority (68-86%) perceive that their coworkers are willing to put in extra hours and extra effort to complete work assignments if needed to do so.

119. A sizeable majority (65–76%) of Army civilians agree that "pride in the Army" and "desire to serve their country" are important factors influencing Army civilians to continue working for the Army.

120. SESs and GOs agree with Army civilians about the level of importance of work and pride in influencing them to continue to work for the Army, but senior leadership underestimates the level of importance to Army civilians of pay, benefits, job security, promotion opportunities, and training and education.

121. Many respondents see the need to improve recruiting so that new employees can be brought in to fill the holes that will result from retirements in the next few years. To attract more qualified young people to careers as Army civilians, they believe the Army should improve its recruiting message, improve pay, reduce bureaucracy, and create a more family-friendly atmosphere.

122. The selected shortages of people in the workplace (created by downsizing and hard-to-fill specialties) have brought about an increased workload and lack of time for training and development. Army civilians desire greater accountability for job performance. This increased workload and desire for greater accountability will require better mutual understanding between civilians and the soldiers. It will be especially important in the future.

123. Focus group respondents realize that opportunities for promotion are limited. Employees want fair promotion opportunities without having to relocate geographically. Some mention that promotions are unfair and are based on "who you know, not what you know." Others prefer dual career paths – one leadership and the other technical. Greater responsibility and pay are desired, even for those who do not want to go into supervisory positions.

124. Focus group responses indicate that supervisors want more flexibility to hire those they see as the most qualified applicants. They say that priority placement programs reduce their ability to bring in high quality new

hires. They also ask to be able to hire new employees more quickly and, ideally, allow the new employee to be trained by the employee who is vacating the position.

125. Army civilians uphold Army values and believe their civilian leaders encourage them to adhere to those values. A sizable to vast majority (70–88%) of Army civilians perceives that their coworkers demonstrate Army values in their work. A majority to vast majority (51–61% of employees and 67%–80% of supervisors) perceives that their Army civilian leaders practice Army values.

126. Some employees talked about the negative impact of civilian personnel regionalization. They feel they have lost many of the services that were available to them. This includes having an advocate for their training and development – someone who would provide career counseling and let them know what training and development opportunities are available.

ARMY CULTURE – RECOMMENDATIONS #10 THROUGH #12

RECOMMENDATION #10: INTEGRATE AND STRENGTHEN RELATIONSHIPS WITHIN THE ARMY.

- **Periodically renew and reaffirm the oath of office for civilians.**
- **Adopt and use an Army Civilian Creed.**
- **Publish an Army Civilian Handbook that describes the roles and duties of the Army civilian and explains Army traditions and customs.**
- **Strengthen and integrate the relationship among Officers, Warrant Officers, Noncommissioned Officers, and Army Civilians.**
- **Provide Army civilians and soldiers the leader training and education for supervising each other appropriately.**
- **Provide "greening" and "graying" courses.**

DISCUSSION SUPPORTING RECOMMENDATION #10: The Panel found weakness in relationships within the Army civilian component and between the civilian and the uniformed component especially on the issues of respect, trust, communication, and parity. About half of Army civilians believe soldiers show support and respect for Army civilians. Less than half believe Army leaders appreciate their contributions. About one-fourth of Army civilians (including SESs) and NCOs are not satisfied with the level of trust between civilians and soldiers. One-third of employees say they are not satisfied with the level of trust between supervisors and employees.

128. Differences in satisfaction with trust and open communication exist across the force. Analysis of survey responses indicates that the lower the grade or position, the lower the levels of trust and satisfaction with open communication. General officers are most satisfied, followed by field grades, SESs, supervisors, and employees (86% of GOs are satisfied with military supervisor to civilian employee communication; 45% of employees are satisfied).

129. Not surprisingly, satisfaction with trust between supervisors and employees increases with grade and position. Half of the supervisors who have attended Organizational Leadership For Executives (OLE) overestimate their communication skills as indicated by their self-rating, pre- and post- course surveys. The level of satisfaction with the degree of open communication between both uniformed and civilian supervisors and their civilian subordinates increases with grade and position. While all acknowledge communication is important, the results of this study clearly suggest that communication is not as effective as it should be.

130. The Panel found that current Army civilian training and leader development policies and guidance are outdated, conflicting, and confusing. They are not well understood, and civilian leader development practice is not in accord with regulations, policy, and doctrine. Policies and career progression guidelines are not

consistent, not aligned with each other, and not effective for successful career development. There is a strong perception that current Army policies and practices are inadequate to meet future Army civilian leadership development requirements.

131. The oath of office for Army civilians is identical to that for officers. The Panel recommends the renewal/reaffirming of the oath by civilians to reinforce the commitment they have to the Nation and the Army as well as to demonstrate that Army civilians are an integral part of the Army. The oath is as follows:

> **"I DO SOLEMNLY SWEAR (OR AFFIRM) THAT I WILL SUPPORT AND DEFEND THE CONSTITUTION OF THE UNITED STATES AGAINST ALL ENEMIES, FOREIGN AND DOMESTIC; THAT I WILL BEAR TRUE FAITH AND ALLEGIANCE TO THE SAME; THAT I TAKE THIS OBLIGATION FREELY, WITHOUT ANY MENTAL RESERVATION OR PURPOSE OF EVASION; AND THAT I WILL WELL AND FAITHFULLY DISCHARGE THE DUTIES OF THE OFFICE UPON WHICH I AM ABOUT TO ENTER."**

132. To provide a level of identification and purpose of the Army civilian, the Panel recommends creating an Army Civilian Creed. By definition, a creed is a "brief authoritative, doctrinal formulation of the principles, rules, opinions, and precepts formally expressed and seriously adhered to and maintained." (*Webster's Third New International Dictionary*, Unabridged, 1981) The adoption of such a creed would assist in clearly delineating the intent and purpose of Army civilians and their role in the Army. The Panel proposes the Army Civilian Creed as follows:

The Army Civilian Creed

I am an Army civilian – a member of the Army Civilian Corps.

I am dedicated to the Army and the soldiers I serve.

Support is my watchword — My mission is to support the soldier.

I am responsible for stability and continuity during war and peace.

I am proud of my service to the Nation and consider it a high calling. My loyalty is to the Constitution of the United States and at all times I practice the Army values of *Loyalty, Duty, Respect, Selfless Service, Honor, Integrity, and Personal Courage.*

I am committed to providing quality leadership to my peers, followers, the Army, and the Nation.

133. The Panel did not discover any one definitive source for informing Army civilians of the traditions and customs of the Army and how Army civilians fit into those customs and traditions. The Panel discovered that a rift exists between the Army's civilian component and uniformed component as demonstrated through the levels of trust and communication perceived to be present by Army civilians. This Panel recommends that an Army Civilian Handbook be published and made available to all Army civilians. This handbook should focus on describing the historical, present, and envisioned future roles of Army civilians, as well as the Army's traditions and customs. Such a handbook will help Army civilians develop a greater understanding of their contributions to the Army and service to the Nation. In addition, Army civilians will become more aware of their responsibility to support the Army Vision and transformation efforts.

134. There is a definitive need to strengthen and integrate the relationships among the four Army cohorts (officers, NCOs, warrant officers, and civilians). Instituting training opportunities for Army civilians and soldiers on how to supervise each other, and training together, will strengthen relationships among the cohorts and improve the opportunity for their more complete integration. The potential for improving relationships among cohorts is greatly enhanced by increasing the knowledge and awareness of how each cohort operates within the Army ("graying" and "greening"). An example of doing this is the pilot course, "Human Resources for New Supervisors", currently being assessed.

135. Relationships are built and maintained through commitment, respect, trust, communication, and feedback. For the Army to transform to and beyond the Objective Force, it is necessary to strengthen and integrate relationships within the Army civilian component and among the four Army cohorts. Army civilians are committed to the Army and to making lifetime careers with the Army. They are willing to do what is necessary to get the job done and are satisfied with their job accomplishments. They uphold Army values, and their civilian leaders encourage them to adhere to those values. The Army is doctrinally committed to people and is capable of demonstrating its commitment to Army civilians. But, Army civilians believe the Army should be more committed to them in the areas of trust and respect, communications, fairness in promotions, awards, and recognition, and in retaining highly capable employees.

RECOMMENDATION #11: THE ARMY MUST INCREASE ITS COMMITMENT TO ARMY CIVILIANS.

- **Create a climate that facilitates Army Transformation.**
- **Publish a CSA statement addressing the importance of the interdependent relationships among the cohorts of the Army Team.**
- **Implement a Strategic Communication Plan for stating and publicizing the Army's commitment to Army civilians.**
- **Establish a Civilian Advisory Board, whose chairperson will represent and advocate Army civilian matters to the CSA.**

DISCUSSION SUPPORTING RECOMMENDATION #11:

136. Army civilians believe that the Army successfully demonstrates its commitment to them by recruiting highly qualified candidates, and providing challenging and meaningful work, flexibility in working hours, and a safe working environment.

137. Army civilians believe the Army should be more committed to them in the following areas: trust and respect; communication between supervisors and subordinates, including the celebration of success; personnel management responsibilities; fairness in promotion, awards, and recognition; training and development; administrative procedures relating to equal employment opportunity; and retention of highly capable civilians.

138. Army civilians believe the Army does not provide sufficient career development opportunities. Such opportunities include leadership training, education, operational assignments, and promotion.

139. Data suggest that the Army could do better in recognizing the work of Army civilians. The vast majority of Army civilians surveyed indicated that the work they perform is an important factor for influencing them to stay with the Army, yet only about half are satisfied with the recognition they receive for their work. Army civilians say they would like their supervisors simply to acknowledge when they have done a good job. Fewer than half of employees and GS-7 through GS-12 supervisors are satisfied with the fairness of awards.

140. The expectations of Army civilians regarding relationships and communication between uniformed and civilian members are not consistently met. A comparison of findings indicates a startling difference in perception between soldiers' and Army civilians' perspectives. Approximately 40% of Army civilians disagree that their uniformed supervisors are concerned about employee job satisfaction, while only 17% of soldiers disagree. Up to 30% of Army civilians and soldiers are unsatisfied with the level of trust between Army

civilians and soldiers. Fewer than half of Army civilians believe the military leaders appreciate their contributions. This differs significantly from the soldiers' perspective of approximately 65%.

141. About one-third of Army civilians are dissatisfied with the degree of open communication that exists between civilian supervisors and civilian subordinates. More than one-fourth of Army civilians, including SESs, are dissatisfied with the level of open communication between uniformed supervisors and civilian subordinates. This differs from the uniformed perspective, where only 6% of GOs and 15% of other soldiers are dissatisfied.

142. Almost one-third of Army civilians are dissatisfied with the level of trust between supervisors and employees. Ironically, albeit minimal, more non-supervisory Army civilians are satisfied with the level of trust between civilians and soldiers than are satisfied with the level of trust between non-supervisory Army civilians and supervisors. Also, it is a significant dichotomy that only 4% of GOs are dissatisfied with the level of trust between civilians and military while 27% of SES are dissatisfied.

143. In essence, Army leaders should treat others as they wish to be treated. However, only about 50% of Army civilians believe military personnel demonstrate support of and show respect for Army civilians. This differs significantly from the soldiers' perspective of about 80%. Additionally, only about half of Army civilians report that civilian supervisors are concerned about employee job satisfaction. Furthermore, approximately 40% of Army civilians disagree that their uniformed supervisors are concerned about employee job satisfaction, while only 17% of the military disagree. The Panel believes there is a correlation between supervisors showing respect and demonstrating concern for employee job satisfaction.

144. To create a climate that transforms the Army, the Army must educate its members at all levels, Army civilians and soldiers alike, on the importance of interpersonal relationships and how to use interpersonal skills. The Army Vision, announced in October of 1999, encompasses People, Readiness, and Transformation. The goal of the Army Vision is to transition the entire Army into a force that is strategically responsive and dominant at every point of the spectrum of operations. In short, transformation is all about the changes the Army will undergo to prepare for the future. Hard choices have already been made, and the Army is beginning its historic transformation. Ensuring that everyone understands what transformation is and the changes that it brings will facilitate a smooth transformation process.

145. To demonstrate the Army's enhanced commitment to all members, the Panel recommends that the CSA publish a statement about the importance of the interdependent relationships among the cohorts of the Army Team and how they work together to accomplish the Army's vision. This CSA statement should be a bold, stand-alone proclamation. This statement can be a part of the Strategic Communication Plan for clearly stating and publicizing the Army's commitment to its members.

146. To further the Army's demonstrated commitment to integrating Army civilians into the Army, the Panel believes it is essential to establish a Civilian Advisory Board whose chairperson will act as an advocate and represent Army civilian matters to the CSA. The Civilian Advisory Board will provide the CSA and his staff with professional advice and guidance in matters pertaining to civilian policies and management of Army civilians. This board will also serve to strengthen the bonds between uniformed and civilian members of the Army, and to highlight the importance of keeping Army civilian training and leader development at the forefront of Army priorities. The Panel foresees the chairperson's position and members' positions being rotating terms of three years. The membership of the board should include Army civilians and uniformed members from various levels and positions across the Army.

RECOMMENDATION #12: ADOPT AND INCORPORATE INTO DOCTRINE THE FOLLOWING:

> **"The Army Civilian Corps is an experienced professional cadre committed to serve the nation."**

And

"The Army Civilian Corps provides mission-essential capability, stability, and continuity during war and peace in support of the soldier."

DISCUSSION SUPPORTING RECOMMENDATION #12:

147. Establishing and institutionalizing an Army Civilian Corps will begin the process of developing an Army civilian identity akin to the identities of the officer corps, warrant officer corps, and noncommissioned officer corps. The Army Civilian Corps will provide for Army civilians a "place" in the Army that is theirs and that can be integrated into the Army establishment as a cohort on par with the other three cohorts. It will acknowledge the commitment of Army civilians to the Army and institutionalize the Army civilian's role within the Army. The Army Civilian Corps is a body of persons acting together to accomplish a common mission (supporting the soldier), having a common activity or occupation (providing readiness), and bound together through the adherence to certain customs and a code of honor/ethics (Army values) as an organized subdivision of the military establishment. The formal establishment and institutionalization of the Army Civilian Corps will provide avenues for enhancing the climate for transformation. It will assist in integrating Army civilians into the Army as full partners with soldiers, and will provide opportunities for demonstrating reciprocal commitments between the Army and Army civilians.

148. The Army recognizes Army civilians as "part of the team" and expects them to support the Army vision and adhere to Army values. Yet, there seems to be an incomplete integration of the civilian component into the Army. The Army civilian role is not clearly defined and not well known. There is no unifying theme that solidifies the Army civilian's place now or in the future. The Panel found that one-fourth to one-half of employees are not satisfied with climate factors such as leading, communication, trust, work assignments, evaluation, and recognition. This level of dissatisfaction may impact transformation efforts.

149. Army civilians are committed to the Army and believe the Army is capable of demonstrating its commitment to them. They believe the Army demonstrates less commitment to its civilians than civilians demonstrate to the Army. The level of satisfaction among Army civilians is directly related to their position and level of responsibility within the Army. Generally, things look different from the top than they do from the bottom. This difference in perspective presents the possibility of creating disruptive friction for transformation and integration of the force.

150. Army culture is irrevocably tied to people, readiness, and transformation. People must be highly motivated and committed to the mission. Leader development must be the norm, not the exception. Between the uniformed and the civilian components, there must be increased trust and respect focused on the Army's strategic vision and in support of the soldier. The Army's organizational climate must be improved.

FUTURE STATE – ARMY CULTURE

151. Implementing these recommendations will allow the future Army to develop these characteristics: (1) highly motivated and committed integrated force that develops leaders throughout all levels and cohorts, (2) Army Civilian Corps that possesses and demonstrates cross-functional and multifaceted abilities that enhance the Army's readiness and capabilities, (3) increased level of trust and respect between its uniformed and civilian cohorts, (4) integrated team whose members can communicate with and understand each other, and (5) environment in which all people are considered assets, not costs.

IN SUMMARY

152. Training and leader development policies and practices are not in balance. Civilians believe the policies needed for training and leader development do not reflect the realities of the 21st century. In some cases,

policies are not current or adequate and, in the cases where policy is stated, practice does not fulfill the intent of the policy.

153. Educational and career development models are not adequate. Civilians desire valid constructs upon which to base their educational and career goals and objectives. Current models do not accurately portray civilian needs.

154. The civilian education system does not meet the future needs of the Army. The professional education of civilians has not evolved adequately to prepare leaders for the 21st century and lacks a competency-based foundation from which to develop the requisite educational programs and products. Fundamentally, the system follows a "set-piece" rather than adaptive, just-in-time educational philosophy.

155. Commitment to the Army is not perceived as being reciprocated by the Army. Army civilians perceive that their investment in the Army is not commensurate with the Army's investment in their development.

156. Training and leader development are not adequately resourced. Army civilian training has been affected by a moratorium on ACTEDS training and a laissez-faire approach to training by supervisors. Centrally funded leader development is not adequately resourced.

157. Performance evaluations are not perceived to be developmental. Performance evaluation systems are primarily designed to support personnel management decisions, not professional development which, in practice, are mutually exclusive. The civilian performance evaluation system is characterized as inflated and not an accurate portrayal of performance or potential.

158. Expectations for self-development are not shared. While self-development is portrayed as a co-equal pillar in the leader development model, its importance in relation to the other pillars is not commonly understood. There is no explicit definition or requirement for self-development and some of the means to self-develop are resourced while others are not uniformly supported.

PART 5. ARMY CIVILIANS – PAST, PRESENT, AND FUTURE

PAST

159. In 1775, the first Army civilians were employed as clerks, skilled tradesmen or "artificers," physicians, teamsters, and common laborers. They normally filled nonmilitary jobs . Early military history and writings are often vague in distinguishing between civilian employees and contract laborers. Nonetheless, it is commonly accepted that the first true civilian was Richard Peters, Esq., a lawyer, who served as Secretary of the newly formed Board of War and Ordnance, established in June 1776 as a committee of Congress. From then through the Gulf War, civilians supported soldiers in noncombat functions, such as, research and development, logistics, intelligence, installation management, communication, and medicine – among many others. Soldier/civilian teamwork prevailed, especially during wartime, with civilian strength escalating during war and declining in the aftermath. Throughout, the traditional role of civilians was to provide continuity of operations enabled by a stable workforce, to free soldiers to do work only military incumbents could do and to provide specialized skills not generally found in military units.

PRESENT

160. By 1991, the role of Army civilians had expanded from behind the lines to forward presence, with more than 3,000 Army civilians deploying to Southwest Asia in support of Operation Desert Shield/Storm. Those deployed Army civilians maintained and repaired Army equipment on the ground. Hundreds of other Army civilians performed a myriad of duties in support of the Gulf War – from buying, transporting, and maintaining supplies, combat materiel, and spare parts to providing expert technical assistance on weapons and equipment operation. Since 1995, with the signing of the Dayton Peace Accords, Army civilians in the hundreds have deployed to the Balkans – Bosnia, Macedonia, Kosovo – and Hungary in support of the Nation's commitment

to peacekeeping. They perform equipment maintenance; real estate functions; engineering; auditing; morale, welfare, and recreation activities; safety; personnel management; and other sustainment-related functions.

FUTURE

161. Future Army civilians will be multiskilled, multifunctional, self-aware, and highly adaptive. They will partner with and oversee contractors, see their permanent colleagues replaced by temporary or short-term staff, and participate in telecommuting. While their noncombatant status will predominate, more Army civilians will deploy with soldiers, sharing with them the inherent risks in protecting enduring national interests worldwide. Their leader preparation will afford them opportunities to take risks, apply innovation, and learn first-hand through integrated training with soldiers. Leveraging technology through use of advanced automated systems, Army civilians will routinely complete functional and academic training, even advanced degrees, through distance education technologies. Supporting world-class soldiers in a values-based institution is the Army civilian's prime mission today and in the future. The knowledge base, breadth, and depth of tomorrow's Army civilians will be markedly different from today's cohort.

PART 6. FINAL THOUGHTS

162. Army civilians are committed to the Army, are technically prepared to meet the challenges of the future, and will give what it takes to accomplish the mission. Army civilians possess the unique characteristics of loyalty, dedication, and mission orientation that lead most to identify themselves as "Army civilians" rather than "Federal civil servants." The Army must reciprocate this commitment by integrating all members of the Army into a single team and merging the uniformed and Army civilian subcultures into a single Army culture. This requires that soldiers and Army civilians understand each others' systems, train together at all levels where appropriate (in technical and leadership courses), espouse lifelong learning, and be accountable for personal performance and (if supervisors) the performance and training of subordinates. Further, Army civilian training and leader development infused with solid interpersonal skills instruction must be made a priority.

163. The Panel recommends that the Army Chief of Staff take the following actions immediately to begin the process leading to increased readiness, greater team cohesiveness, and a new bond of professionalism:

- **Publish a CSA statement about the importance of the interdependent relationships of the cohorts that compose the Army Team.**
- **Establish the Army Civilian Corps by redesignating Department of the Army civilians as members of the Army Civilian Corps.**
- **Support reaffirmation of the oath of office for Army civilians.**
- **Adopt the new Army Civilian Creed.**
- **Implement combined SES/GO orientation training.**
- **Implement a Strategic Communications Campaign Plan for the Army Civilian Corps.**
- **Establish a Civilian Advisory Board.**
- **Publish an Army Civilian Handbook.**
- **Commit to the protection of resources for civilian leadership development.**

164. Key to the momentum of this study will be the continuation of the broader strategic vision, which originally endorsed the participation of Army civilians in the ATLDP process. Current and future Army leaders must champion the implementation of this study's recommendations pacing the direction of the civilian

objective force. While all the recommendations remain important, it is especially significant to highlight the following:

- **Improve the relationship among the Army components.**
- **Integrate civilian and military individual training, education, and development where appropriate.**
- **Create a training and development system that incorporates lifelong learning and emphasizes interpersonal skills.**

165. Army civilians serve to support soldiers. All members of the Army – Active, Army Reserve, National Guard, Army Civilians, Retirees, and Family Members – are inextricably linked to supporting soldiers. The Army must capitalize on the synergy of the interdependency of all of these players to achieve the Army Vision.