



# Department of Defense

## INSTRUCTION

NUMBER 1400.25, Volume 250  
November 18, 2008

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USD(P&R)

SUBJECT: DoD Civilian Personnel Management System: Volume 250, Civilian Strategic Human Capital Planning (SHCP)

- References:
- (a) DoD Directive 5124.02, "Under Secretary of Defense for Personnel and Readiness (USD (P&R))," June 23, 2008
  - (b) Under Secretary of Defense for Personnel and Readiness Memorandum, "Competency Management and Workforce Planning Information," November 6, 2007 (hereby canceled)
  - (c) Section 1122 of Public Law 109-163, "National Defense Authorization Act" for Fiscal Year 2006, January 6, 2006
  - (d) Under Secretary of Defense for Personnel and Readiness Memorandum, "Human Capital Strategy Governance," June 6, 2006
  - (e) Section 300.103 of title 5, Code of Federal Regulations
  - (f) Federal Register 38290, "Uniform Guidelines on Employee Selection Procedures," August 25, 1978

### 1. PURPOSE

a. This Instruction establishes and implements policy, establishes uniform DoD-wide procedures, provides guidelines and model programs, delegates authority, and assigns responsibilities regarding civilian personnel management within the Department of Defense under the authority of Reference (a).

b. This Volume:

- (1) Incorporates and cancels Reference (b).
- (2) Establishes policy and assigns responsibilities for civilian strategic human capital planning, as part of total force planning, to meet current and future civilian employee requirements consistent with the guidance in References (a), (c), (d), and (e).

2. APPLICABILITY. This Volume applies to OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field

Activities, and all other organizational entities within the Department of Defense (hereafter referred to collectively as the “DoD Components”).

3. DEFINITIONS. See the Glossary.

4. POLICY. It is DoD policy that:

a. A structured competency-based approach will be instituted throughout the Department of Defense in support of SHCP that applies job analysis methodologies compliant with the Uniform Guidelines on Employee Selection Procedures (UGESP) (Reference (f)), and meets the requirements and objectives of References (c), (d), and (e). This approach will be used to identify current and future civilian workforce requirements, including those of an expeditionary nature, as part of total force planning. It will also be used to establish a plan to ensure the readiness of the civilian workforce to meet those requirements. Control of resources, management, and execution will remain with the DoD Components in the implementation of this policy.

b. SHCP will be holistic and systematically implemented to manage the life-cycle of employees from accession through separation. It is also designed to support civilian manpower requirements analyses, incident to the Department’s total force planning. The holistic end state will be achieved in phases.

c. SHCP will initially cover all U. S. citizen-appropriated fund positions, to include positions in the Senior Executive Service and Senior Level and Senior Scientific and Professional positions.

d. SHCP will be implemented systematically. Implementation will involve the redirection of existing job analysis work and resources to the extent practicable and the identification and use of additional resources as necessary.

e. SHCP, at a minimum, will include:

(1) Identifying current and projected civilian manpower requirements, including expeditionary requirements, needed to meet the Department’s mission, and the strategies needed to build the civilian workforce to meet those requirements. Such requirements should be accomplished within the context of total force planning.

(2) Identifying competencies and competency proficiency level requirements, for both positions and employees, needed to meet current and future mission needs, and communicating those requirements to appropriate stakeholders, e.g., Human Resources (HR), Manpower and Comptroller.

(3) Comparing the current competency proficiency level requirements to the proficiency levels in the inventory to determine current competency gaps and gap closure methodologies.

(4) Comparing the future competency proficiency level requirements (3 years and out) to current proficiency levels in the inventory of employees in order to identify future competency gaps and gap closure methods.

(5) Identifying career paths that provide a competency-based road map for employees to aid in their career planning and development.

(6) Developing competency reference sources that can be used by supervisors to close employee gaps and track impacts on employee progression and performance.

(7) Developing competency-based selection factors that allow selecting officials to evaluate candidates for position vacancies on the basis of their possession of competencies and the proficiency levels required by the vacant positions.

(8) Developing and implementing strategies that will ensure a sufficient civilian expeditionary workforce that meets all required deployment criteria is available to meet current and projected expeditionary mission needs.

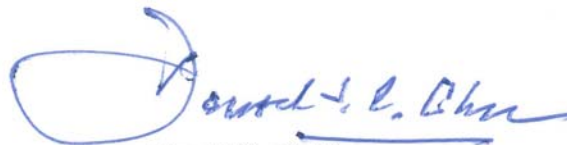
(9) Advising the manpower authority and requiring official of projected “effective dates” for gap closure so requiring officials can seek an interim alternative source of support, or take other appropriate action.

5. RESPONSIBILITIES. See Enclosure.

6. RELEASABILITY. UNLIMITED. This Volume is approved for public release. Copies may be obtained through the Internet from the DoD Issuances Web Site at <http://www.dtic.mil/whs/directives>.

7. ACCOUNTABILITY. Adherence to the requirements of this Volume will be monitored through DoD Human Capital Assessment and Accountability Framework reviews.

8. EFFECTIVE DATE. This Volume is effective immediately.



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Enclosure  
Responsibilities  
Glossary

ENCLOSURE

RESPONSIBILITIES

1. UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS (USD(P&R)). The USD(P&R) shall have overall responsibility for the DoD strategic human capital plan and competency-based workforce planning.

2. DEPUTY UNDER SECRETARY OF DEFENSE FOR CIVILIAN PERSONNEL POLICY (DUSD(CPP)) AND DEFENSE HUMAN CAPITAL STRATEGY PROGRAM EXECUTIVE OFFICER (DHCS PEO). The DUSD(CPP) and the DHCS PEO, for the duration of that office, both under the authority, direction, and control of the USD(P&R), working with the DoD Components, will co-lead the effort to develop and establish a cohesive DoD-wide direction for human capital, including competency-based SHCP to ensure the readiness of the civilian workforce to meet mission requirements. SHCP implementation guidance will be developed jointly with the DoD Components, the functional communities, the DUSD(CPP), and the DHCS PEO. Through a dedicated Program Office (PO), they shall provide guidance to Functional Community Managers (FCMs) in the execution of this Volume, and shall:

a. Lead and integrate DoD Component strategic human capital planning, including workforce capability and readiness efforts, within the framework of total force planning.

b. Monitor the strategic environment, workforce trends, competency assessments, and gap analyses to ensure that recruitment, retention, and development initiatives address DoD current and future mission requirements, including those of an expeditionary nature.

c. Develop DoD policy, guidance, and strategies for competency-based SHCP and forecasting.

d. Provide policy oversight for issues relating to competency-based SHCP and forecasting.

e. Establish common taxonomies for competencies by occupation and across occupations as necessary to meet DoD-wide SHCP needs and to facilitate life-cycle management of the DoD civilian workforce by the Components.

f. Establish a benchmarked, five-point rating scale to be uniformly applied throughout the Department of Defense to measure person and position competency proficiency level requirements.

g. Oversee the compilation of civilian workforce and capability requirements, including those that may require expeditionary deployments.

h. Ensure that the Department of Defense remains informed of external agency initiatives (Governmental and non-Governmental), partnering with them on human capital efforts as appropriate and applicable.

i. Develop the parameters for a competency job requirements repository for use in locating expertise, assessing current and future DoD civilian manpower requirements, and maintaining a readiness index that gauges DoD talent and expeditionary capacities.

j. Establish timelines for full implementation of this Volume.

k. Develop DoD guidance governing the selection and training of FCMs.

l. Ensure that FCMs are trained and have the capability to perform the responsibilities outlined in section 5 of this enclosure.

m. Ensure the HR community is trained and has the capability to provide advice to the FCMs in carrying out the responsibilities of this Volume.

n. Issue guidance for meeting the annual reporting requirements in Reference (c) and any other SHCP-related reporting requirements.

3. MEMBERS OF THE DEFENSE HUMAN RESOURCES BOARD (DHRB). Under the Chairmanship of the USD(P&R), the members of the DHRB shall serve as the senior advisory group for competency-based human capital planning, advising on conceptual, strategic, implementation, assessment, and accountability issues.

4. UNDER SECRETARIES OF DEFENSE, ASSISTANT SECRETARIES OF DEFENSE REPORTING DIRECTLY TO THE SECRETARY, AND THE INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE. These entities will appoint OSD Functional Community Managers (OFCMs) for their respective career fields.

5. OFCMS. OFCMs will work with Component FCMs (CFCMs) to monitor and track the implementation of this Volume in their respective communities, DoD-wide, against mission requirements. In executing these responsibilities, the OFCMs shall monitor the integration of competency-based SHCP into the full spectrum of life-cycle management of employees within the functional communities, and in so doing, shall confer with the PO, OSD or command leadership, manpower authorities, CFCMs, and HR consultants. The areas that OFCMs will monitor include:

a. Analyzing current and projected mission requirements (both expeditionary and non-expeditionary), environmental influences, attrition and retirement trends, and workload forecasts to identify current and future community manpower requirements.

- b. Conducting inventory analysis of the numbers in the community against projected manpower needs to identify workforce gaps.
- c. Assessing the competencies of the community members against those needed for mission performance to identify competency gaps.
- d. Developing and implementing strategies to address the identified workforce and competency gaps, including career development roadmaps.
- e. Assessing the effectiveness of the strategies in reducing gaps.
- f. Assessing functional training and other strategies to ensure closure of identified competency gaps.
- g. Monitoring the application of competency-based workforce requirements to the management and readiness of the community expeditionary workforce capability, commensurate with community expeditionary requirements.
- h. Reviewing and providing input to annual reporting requirements in Reference (c) and any other reporting requirements established by DUSD(CPP).

6. HEADS OF THE DoD COMPONENTS. The Heads of the DoD Components shall:

- a. Develop, manage, execute, and assess the Component's strategic human capital plan, including decisions on and control over manpower allocations and resources.
- b. Appoint CFCMs to support Component career field management and to assist the OFCMs on enterprise-wide community management issues. CFCMs will work with the OFCMs in ensuring their respective communities have the skills needed to support both the DoD and Component mission by exercising the responsibilities in section 5 of this enclosure.
- c. Ensure their CFCMs are trained and have the capabilities needed to perform their assigned responsibilities.
- d. Develop, implement, and operate job analysis programs, which meet the requirements and objectives of References (c), (d), and (e), and comply with the UGESP, Reference (f). The specific job analysis methodology used by the DoD Component is at their discretion, provided its use will not conflict with overall competency-based SHCP policy and guidance issued by the DUSD(CPP).
- e. Integrate competency-based SHCP into the full spectrum of life-cycle management of employees within the Component, as defined in section 4 of this enclosure.

f. Ensure a cadre of trained HR consultants is available to advise the FCMs on recruitment, compensation, retention, and development strategies needed to address identified human capital competency gaps.

7. HR PROFESSIONALS. A trained cadre of HR professionals shall provide advice and guidance to the FCMs on strategies that will facilitate achieving human capital goals.

## GLOSSARY

### PART I. ABBREVIATIONS AND ACRONYMS

CFCM	Component Functional Community Manager
DHRB	Defense Human Resources Board
DHCS PEO	Defense Human Capital Strategy Program Executive Officer
DUSD(CPP)	Deputy Under Secretary of Defense for Civilian Personnel Policy
FCM	Functional Community Manager
HR	Human Resources
OFCM	OSD Functional Community Manager
PO	Program Office
SHCP	Strategic Human Capital Planning
UGESP	Uniform Guidelines on Employee Selection Procedures
USD(P&R)	Under Secretary of Defense for Personnel and Readiness

### PART II. DEFINITIONS

Unless otherwise noted, these terms and their definitions are for the purposes of this Volume.

civilian expeditionary workforce. A subset of the DoD civilian force, who, because of their unique skill sets, are needed to meet complex DoD missions, such as stability, security, transition and reconstruction operations, humanitarian assistance efforts, crisis interventions, or contingency operations. The civilian expeditionary workforce can be deployed anywhere around the world to address these operations. They may occupy pre-designated positions based on documented requirements, or possess special capabilities, not necessarily related to their positions of record, which may be needed to address these operations. Such personnel are ready, trained, and cleared for immediate or subsequent deployment to meet global national defense missions.

competency. A competency is an (observable) measurable pattern of knowledge, abilities, skills, and other characteristics that individuals need in order to successfully perform their work.

competency-based management. A systematic approach to evaluating and effectively aligning employee competencies with mission and job requirements throughout the human capital life cycle.



OFCM. Senior functional leader at the OSD level, responsible for working with the DoD Components to monitor and track the implementation of this Volume by working with the PO, OSD and command leadership, manpower representatives, CFCMs, and HR professionals.

CFCM. Senior functional leader, responsible for supporting the execution of this Volume in their respective DoD Component career field by working with OSD and command leadership, manpower representatives, OFCMs, and HR consultants.

human capital. An inventory of skills, experience, knowledge, and capabilities that drives productive labor within an organization's workforce.

job analysis. The process of identifying and defining, at an appropriate level of detail, what the basic duties and responsibilities of a job require in terms of both job tasks and employee competencies needed to perform those duties and responsibilities. The competencies derived from the job analysis must be relevant or demonstrate a linkage to the tasks or duties of the job. There are various well-developed, systematic approaches to job analysis.

taxonomy. The classification, categorization, or grouping of similar items or things, in this case competencies.

UGESP. A uniform set of principles adopted by the Equal Employment Opportunity Commission, Office of Personnel Management, Department of Justice, and Department of Labor to govern use of employee selection procedures in the public and private sectors consistent with applicable legal standards and recognized validation standards. Reference (e) requires that the employee selection procedures of Federal agencies must meet UGESP standards defined in Federal Register 38290 (Reference (f)).