



White Paper

The Army Civilian Corps – A Vital Component of the Army Profession

February 1, 2012

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Introduction

The purpose of this White Paper, nested in the current campaign of learning on the Army Profession and, as well, in the Civilian Workforce Transformation Initiative, is to describe how the Army Civilian Corps as a component of the Army Profession plays an integral role in accomplishing the Army's statutory missions and how it is preparing to meet future challenges in the 21st Century at home and abroad. To accomplish this task, four broad themes will be addressed.

First, it must be recalled what the campaign of learning on the Army Profession is all about. The Secretary of the Army and the Army Chief of Staff directed in October 2010 that the Commanding General, Training and Doctrine Command (TRADOC) lead a campaign of learning to review the Army as profession. They issued "terms of reference" in which they stated that, as a profession, it is now "essential that we take a hard look at ourselves to ensure we understand what we have been through over the past nine years, how we have changed, and how we must adapt to succeed in an era of persistent conflict." To do so they directed the campaign to focus on three critical questions as focal points for the campaign of learning:

1. What does it mean for the Army to be a Profession of Arms?
2. What does it mean to be a professional Soldier?
3. After ten years of war, how are we as individual professionals and as a profession meeting these aspirations? ¹

These questions make clear that the campaign began by focusing on the uniformed profession of arms. The effort has rightly evolved to now include a focus on the total Army as a profession, inclusive of the Army Civilian Corps.

So the first theme to be addressed in this White Paper will be to explain the nature of the Army as a profession, its purpose and mission, to which both uniformed and civilian members contribute by their effective and ethical service.

Secondly, subsequent to the October 2010 charter from the Army Secretary the campaign adopted a new typology (Figure 1, below) of two separate, but mutually complementary, components within the Army Profession. The Army Civilian Corps is one of these components, the other being the uniformed Army Profession of Arms. This conception best fits the reality that has existed on the ground as the Army fought two wars over the past decade and as it prepares for the future. It thus offers the best way ahead for policy decisions on such critical issues as training, education, development, and certification of Army professionals, regardless of component.

Thus the second theme of this White Paper will be to explain the complementary, indeed symbiotic, nature of the relationship between the two components, uniformed and civilian, thus conceived. This will include the rationale, both statutory and practical, that explains the Army

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Civilian Corps as a vital part of the Army Profession, the expert work that it contributes to the Army's mission and its process for professionalization of its members.

Thirdly, moving downward from the institutional level of the first two themes to that of the individual Army professional, this paper will examine what it means for an Army civilian to be a professional, including their development, certification, and utilization within a career in the Army. And, once again, the Army's campaign of learning has already produced criteria to renew the Army's processes of individual certification of its professionals. Thus explaining how these will be applied in the future within the Army Civilian Corps will be a focus within this third theme.

Fourthly, and remaining at the individual level of analysis, this paper will focus on what the campaign has determined to be the essential element of the Army profession—its individual leaders, both uniformed and civilian. All Army leaders are also professionals, and it is only through their individual and collective leadership that the Army will remain a profession in the coming period of fiscal constraint. Unless they can lead effectively, conforming the Army's culture and behavior to manifest the essential characteristics of a military profession, one the American people hold in high trust and within which Army professionals can serve honorably, the institution's future is dim indeed.

So, the fourth and perhaps most important theme of this White Paper will focus on leader development within the Army Civilian Corps.

Section 1- The Army as Profession

As discussed in more detail in the Army White Paper, *The Army Profession*,² the Army cannot simply declare itself to be a profession and its personnel to be professionals. Rather, to be considered a profession the Army must produce uniquely expert work, not routine or repetitive work. Medicine, theology, law, and the military are “social trustee” forms of professions.³ Effectiveness, rather than pure efficiency, is the key to the work of professionals—the sick want a cure, the sinner wants absolution, the accused want exoneration, and the defenseless seek security. *Thus all professionals, including Army professionals, require years of study and practice before they are capable of expert work.* Society is utterly dependent on such professionals for their health, justice, and security. Thus, a deep moral obligation rests on the Army profession, and on its professionals, to continuously develop expertise and use that expertise only in the best interests of society—such professionals are actually servants. The military profession, in particular, must provide the security which the American society cannot provide for itself but without which cannot survive; and, the Army must use its expertise according to the values held by that client, the American people.⁴

We must also remember that “profession” is not the default or natural character of the Army. “The Army has not always been a profession in the accepted definitions of the term. The Army's corporate identity—its culture, expertise, ethos, and place in society—has evolved over four centuries of American history.”⁵ In fact, by its creation under the Constitution the Army is a government occupation similar to other government bureaucracies within other Cabinet-level Departments of our government. Many historians believe that it took until the end of the 19th

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century for the Army to earn from the American people the status of profession. And, even now, it will only behave as a profession if its leaders at all levels, both uniformed and civilian, conform its culture and practices daily to those of a profession, i.e., if they lead it by mission command to be, and therefore to behave as, a uniquely military profession.

Further, the Army's degree of professionalism has waxed and waned over the years, sometimes displaying more the characteristics of an occupation than a profession—more professional in periods of expansion and later phases of war and more “occupational” in periods of contraction after wars, e.g. post-WWII into Korea and post-Vietnam. This trend continued even after the establishment of an all-volunteer force in 1973 and the rebuilding of the Army's Corps of non-commissioned officers post-Vietnam.⁶ It was highly professional in Operations Desert Shield-Desert Storm in 1990, but then less so through adaption of highly centralized, micro-managing, managerial practices over the next decade of force reductions, causing an exodus of Captains and other talent.⁷

Turning now to the specific role within the Army Profession played by the Army Civilian Corps, its historic task to provide a one-dimensional capability to the Army—technical competence⁸—has clearly changed. During the past decade of persistent conflicts the role of the Army Civilian Corps significantly broadened from providing routine administrative support to conducting many of the Army's operations within the Generating Force; and, weighing the risk of death and bodily harm volunteering to stand alongside war-fighters in the Operational Force where Army civilians joined the fight by supporting operations across the full spectrum of conflict.

In this expanded role, the Army deployed some 30,000 civilians to serve with Army Explosive Ordnance Disposal Teams detecting and defusing improvised explosives devices (IEDs). Army civilians in the Corps of Engineers deployed for one-year tours to lead Provincial Reconstruction Teams (PRTs) rebuilding infrastructure in Afghanistan and Army Depots forward-deployed Army civilians to expedite the repair of battle-damaged vehicles returning them quickly to the fight. Additionally, numerous Army Civilians from the medical logistics field, transportation field and information technology field deployed in support of both Operation Iraqi Freedom/Operation Enduring Freedom. As these examples indicate, within the Generating Force across the DOTML-PF domains from mission planning and logistical support to combat equipment procurement, Army civilians have played a crucial role by their leadership and mission-critical support to the war efforts of the past decade.

Thus the Army Civilian Corps is now truly a “mutually complementary component” to the uniformed Army Profession and discussed in the next Section.

Section 2 – The Army Civilian Corps as a Component of the Army Profession

As noted in the introduction to this paper, the campaign of learning has produced a new typology (Figure 1 below) for understanding the totality of the Army Profession, including the place of the Army Civilian Corps within it as a mutually complementary component to the Army Profession of Arms.

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The Army Profession

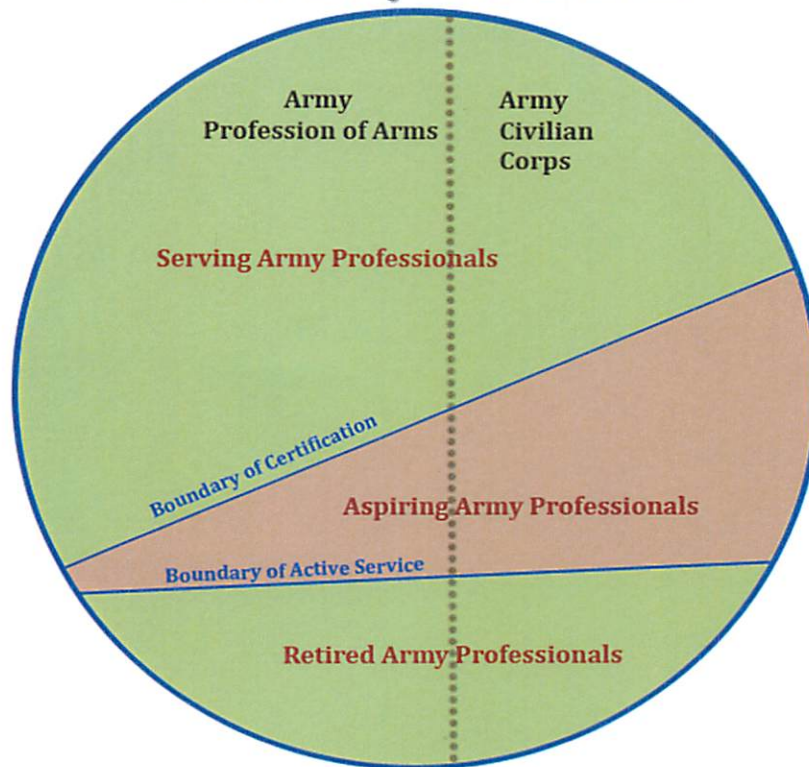


Figure 1- *The Army Profession*

This typology now facilitates the logical inclusion of Army civilians as members of the Army profession. However, when the original White Paper was published in December 2010 to kick off internal dialogue within the Army, it was cast in the language of the Army as a “Profession of Arms.” The reason for this is found in the following quotation/discussion extracted from the White Paper:⁹

“The preeminent military task, and what separates [the military profession] from all other occupations, is that soldiers are routinely prepared to kill...in addition to killing and preparing to kill, the soldier has two other principal duties...some soldiers die and, when they are not dying, they must be preparing to die.” - James H. Toner¹⁰

Among all professions, our calling, the Profession of Arms, is unique because of the lethality of our weapons and our operations. Soldiers are tasked to do many things besides combat operations, but ultimately, as noted in the quotation above, the core purpose and reason the Army exists is to apply lethal force.¹¹ Soldiers must be prepared to kill and die when needed in service to the Republic. The moral implications of being a professional Soldier could not be greater and compel us to be diligent in our examination of what it means to be a profession, and a professional Soldier.

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Very shortly into the campaign, however, it became apparent that the necessity to include Army civilians in the conceptualization of the Army as a military profession precluded the “...of Arms” description for all of the Army. With the current force structure Soldiers simply cannot perform their lethal craft effectively without the support of a highly professional Civilian Corps. As discussed in Section I, many Army civilians in arsenals and depots throughout the global Army Material Command, as well as those in the Army Corps of Engineers certified as professionals in the various United States in which they serve, do not carry arms nor use them in the traditional sense. Yet the truly symbiotic relationship between the Army Civilian Corps and the uniformed Army, particularly when employed in generating land combat power abroad and providing homeland security within the United States, needed to be accurately portrayed in the conceptualizations and doctrines being formed about the Army as a profession.

The solution within the campaign was to revise, to broaden, the description of the Army’s expert knowledge/expertise to:

...the design, generation, support, and application of land combat power. This land power is normally applied in Joint Operations through the full spectrum of conflict and the subsequent establishment of a better peace. Such knowledge/expertise is unique and is not generally held outside the Army profession. The Army’s expertise, then, is the ethical and effective application of that expert knowledge by certified individuals and units in the support and defense of the American people.¹²

By expanding the realm of the Army’s expert knowledge and in-practice expertise to “the design, generation, support, and application” of land combat power, the civilian members of the Army can now rightly see where their expert service fits within the profession. Such a conceptualization reflects the reality that the Army Profession is, in fact, composed of two very recognizable and well-known components each with mutually complementary duties, and to reinforce the fact that both are essential to the mission performance of the Army. Both must be highly professional for the Army to operate effectively and ethically.

So, as the diagram indicates, both components are composed of aspiring, practicing, and retired professionals, all of whom became a member of the Army Profession upon entry and taking their initial oath of service. While in active service, whether one is an aspiring or practicing professional rests on the status of the work they are producing, expert or non-expert, and, if doing expert work, the status of their individual certification as an Army professional at a particular level of expertise.

For the Army Civilian Corps the implication of these concepts is different from the Army Profession of Arms, the uniformed component. The Army Civilian Corps is not a military organization *per se*, rather it is composed of professionals integrated into Army Commands and units to build and support critical operations and management processes of the Army. Like their uniformed comrades, Army civilians take an oath of office upon entering active service, but since they are governed by separate statutes and implementing laws and regulations, they are developed and utilized differently from the uniformed component of the Army profession. Most

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importantly, however, they share the same Army Values, profess and embody the same Army Ethic, and maintain the same mission focus.

More specifically, the primary *role* of the Army Civilian Corps is to lead and manage the design, development, and operation of the Army's evolving management processes that articulate requirements, generate and manage resources, and deliver human capital and material to the Operating Force. The Army Civilian Corps currently comprises 60% of the Generating Force, filling critical leader/manager positions that have ensured global delivery of mission-critical enabling capabilities to the deployed Army. Obviously, during the past nine years of conflict the Army has relied heavily on its civilian component within the Generating Force. Thus it is the Army Civilian Corps within the Generating Force that operationalizes the Army's Title 10, 11, 32 and 50, statutory responsibilities to resource a globally deployed Army. As listed below in Figure 2, the Army Title 10 responsibilities are.¹³

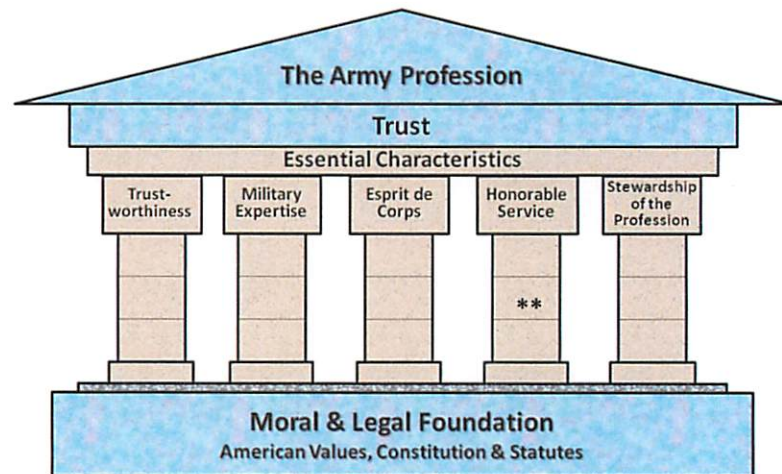
<ul style="list-style-type: none">● Recruiting.● Organizing.● Supplying.● Equipping (including research and development).● Training.● Servicing.● Mobilizing.● Demobilizing.	<ul style="list-style-type: none">● Administering (including the morale and welfare of personnel).● The construction, outfitting, and repair of military equipment.● The construction, maintenance, and repair of buildings, structures, and utilities, and the acquisition of real property.
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Figure 2: Army Title 10 Responsibilities

During this campaign of learning, six essential characteristics of the Army profession were identified as depicted in Figure 3 below. These characteristics and the Army's statutory responsibilities must be mutually supporting. While many other characteristics are desirable for the Army to possess, without these six the Army cannot maintain its status as a profession. Foremost among the characteristics is 1) the earned trust of our primary client, the American people and their elected officials based upon the exemplary and effective service of our Army. This trust is earned from those who we serve, those citizens external to the Army, is a result of the Army's concurrent manifestation of five additional and essential characteristics: 2) the internal trustworthiness that is earned daily among all Army professionals (uniformed and civilian) both vertically and laterally across the force; 3) the unique military expertise of effectively and ethically designing, generating, supporting, and applying land combat power; 4) the necessary esprit de corps that fosters fortitude, a winning spirit, and pride and cohesion amongst Army commands and individual units; 5) honorable service by Army Professionals that embodies the Army Ethic and Army Values, and 6) stewardship of the Army profession over time by its leaders, particularly strategic level leaders as they see to the continual generation of new military expertise, the development of future Army professionals and leaders, carefully steward Army human and capital resources, maintain the Army's Ethic; and attend to the motivation, health and sustainment of Army professionals and their families.

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Essential Characteristics of the Army Profession



***Each pillar is strengthened by supporting content, e.g., Honorable Service includes the 7 Army Values.*

Figure 3

Operating the Army's management systems is an evolving process carried out by Army civilians, as well as military leaders, who are dedicated to mission, loyal to service, ethical in conduct, and immersed in self-study. Governed by statute, these management processes are different from those in the for-profit business world, requiring a cadre of highly-skilled Army civilian leaders and managers with the personal attributes just mentioned. Thus, the collective *mission focus* of the Army Civilian Corps is to execute the Army's statutory responsibilities by applying their depth of knowledge to various Army management processes. This involves, but is not limited to, staffing the Army's training requirements; sustaining the health and safety of the force while managing the Army's quality of life and morale and welfare programs; designing and managing the Army's research and development programs; preparing, submitting, and managing the Army's budget; and, repairing/rebuilding the Army's war-fighting equipment—all of which are Title 10 activities.

Carrying out the Army Civilian Corps mission today are more than 330,000 civilians serving globally, placed within 31 career programs in 540-plus occupational fields.¹⁴ The Pendleton Act of 1883, which established the merit-based Federal Civil Service system for all civil servants—including Army civilians—requires that all civil servants be selected for their positions based on their specialized knowledge, skills and abilities.¹⁵ Thus, Army civilians provide the Army Profession with an invaluable depth of institutional knowledge and a diversity of skills. Army civilians apply their knowledge of the institution's military mission and their management skills through a synchronized set of Army systems that focus strictly on the design, generation, support, and application of land combat power, from Joint Operations through the full spectrum of conflict and the subsequent establishment of a better peace. Like their military

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counterparts in the Army profession, Army civilians' knowledge and expertise is unique and is not generally held outside the Army profession. And, over the past decade, Army civilians have contributed directly to the Army's amazing mission accomplishments:

- Recruited and trained 70,000 new recruits per year
- Deployed and redeployed over 7.4 million Army Soldiers and civilians
- Developed and tested annually \$30 billion (base budget) of material
- Acquired and shipped over 10.1 million tons of supplies (less fuel and water) via air and sea – equivalent to shipping 168,333 Abram battle tanks.
- Built \$2 trillion of force structure for the Army, DoD, and the Nation

Viewed in terms of **value** to the Army Profession, the contributions of the Army Civilian Corps can perhaps best be seen in three of its unique institutional attributes: continuity, experience, and leadership. Continuity is defined as uninterrupted time; without cessation. Army civilians provide the Army with long-term institutional knowledge within organizations that grows and develops over lengthy careers, perhaps more so than within the uniformed component of the profession.¹⁶ Secondly, experience is defined as the knowledge or practical wisdom gained from what one has observed, encountered, or undergone over the course of time.¹⁷ Uniformed members of the Army Profession often migrate through a variety of positions throughout their careers developing a broad variety of skills and experience. In contrast, in general an Army civilian tends to remain in an organization/position for more lengthy periods facilitating development of a perhaps narrower but greater depth of knowledge, skills, and experience, particularly in terms of technical competence.¹⁸

And, thirdly, leadership is the capability to inspire, motivate, and influence a wide range of people to achieve a desired end. It can also be defined as a process of facilitating change across a range of personal and organizational fronts.¹⁹ Over the past ten years of conflict, the Army Civilian Corps, while sustaining its base of functional expertise, has provided expert leaders for critical roles at all levels within the Generating Force²⁰ to include strategic leader positions across Headquarters Department of the Army, Army Materiel Command, and Training and Doctrine Command.

In a Memorandum issued 19 June 2006, the Secretary of the Army and Chief of Staff of the Army acknowledged the increasing multi-faceted roles which have been assumed by Army civilians: "As the Army's missions have evolved and become more complex, so have the roles of the Army Civilians."²¹ Never before in the history of our Army has its leaders called upon Army civilians to assume greater roles of responsibility and accountability as they have done during the past 10 years of persistent conflict with an all-volunteer Army. Thus, investments to develop future Army civilian leaders are imperative—Army civilians must be challenged to think and act in ways that go beyond the requirements of their current level in the organization.²² How the Army is forging ahead to transform training, career management and utilization, and individual certifications for its civilian workforce is the focus of the next Section of this White Paper.

Section 3 - Individual Army Civilians as Army Professionals

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One central focus of the Army's learning campaign to date has been to strengthen it as a profession by the renewal of processes of individual certification, and to that end TRADOC leaders have approved the following broad set of criteria, with rationale, for such essential certifications within both components of the Army Profession, the Army Profession of Arms and the Army Civilian Corps:²³

(1) COMPETENCE in Expert Work: The professional's work is expert work related to the defense of the nation, contributing to "the design, generation, support, or application of land combat power"; and, the individual's personal competence must be certified by the Army commensurate with the level of certification granted. Rationale:

- "Professions certify; bureaucracies promote" is the reality in the operational world, both within and beyond the military. Thus to maintain professional status as a self-policing institution through the coming transition the Army must certify each professional before beginning his or her practice and when advancing to each level of more difficult, responsible work.
- Certifications also provide immense motivation as "rites of passage" for individual Army professionals. In this sense, the Army owes its professionals solid certifications at each level of expertise and responsibility.
- To qualify as expert work, the work of the Army Professional must be based on expert knowledge, theoretical and practical; such work requires expert judgment and is not inherently routine or repetitive. In addition, it requires time, study, and practice to create expertise, the use of which often entails risk to the professional – physical risk for the warrior, and the risk of professional error for all Army professionals.

(2) Moral CHARACTER requisite to being an Army professional. Rationale:

- The Army's expert work creates a moral responsibility to protect those who cannot protect themselves. It demands a moral character of sacrifice, service, and respect for human life.
- As discussed in the earlier White Paper, the practice of each Army professional is the "repetitive exercise of discretionary moral judgments" (at their own level of responsibility), followed by actions to implement, execute missions, and maintain stewardship of the Army's future capabilities. Each of these decisions, whether made in the Pentagon or on the battlefield, is of high moral content.²⁴
- Thus the personal character of an Army professional is a vital aspect of the necessary observations and evaluations for certification: does the individual professional or leader willingly live and advance the Army's Ethic in all of its applications such that the Army Profession is, in fact, a self-policing institution?

(3) Resolute COMMITMENT to the Army's Duty, which is far more than a job: By observation and evaluation it is clear that the professional has been called to a resolute, abiding commitment to effective, ethical, and honorable service in the Army and to the nation. Rationale:

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- To be an Army Professional means to be called to more than a job and to be primarily motivated by the intrinsic factors of sacrifice and service to others and the Nation rather than motivated by the extrinsic factors of a job such as pay, vacations, work hours, and location.
- At higher levels of responsibility, such a calling entails the leader's demonstrated and increased capability to steward the future of the profession.

There remains the challenge to specify how these criteria are to be applied within each component - within the Army Profession of Arms and the Army Civilian Corps. That application may be different in each case, and requires additional Army-wide analysis some of which is already ongoing. And, in the case of the Army Civilian Corps that analysis is producing developmental constructs quite in contrast to the past.

As noted, in the recent past the role of Army Civilians was to provide a one-dimensional capability to the Army – technical competence.²⁵ This capability provided the “bench strength” across many critical Army management processes with Army civilians often remaining at one Army installation for their entire career and very few ever participating with their uniformed comrades in limited advanced schooling opportunities.²⁶ Army civilians were assessed merely on their performance, not on their potential. They were placed in assignments only to perform a job with limited resources made available by the Army for their professional development and growth; there was no cohesive training and development strategy. Further, most Army civilians did not have an established career road map that laid out career paths and provided opportunities to sharpen technical competencies and leadership abilities, nor did they have a formal record brief similar to the military officer/enlisted record brief to track training and assignments.²⁷ There was no way for the Army to compile resources spent on training/leader development or program for training based on projected requirements for Army Civilians.²⁸

Now, moving beyond the current Civilian Education System (AR 350-1) and setting the conditions for long-needed change, comes the Army's evolving Human Capital Management Construct, Figure 4 below. When fully implemented, it will provide for the centralized management and decentralized execution of the professional development of all Army civilians. The Army must be able to design and articulate a model if it is to effectively develop and implement comprehensive, life-cycle management of Army civilians.

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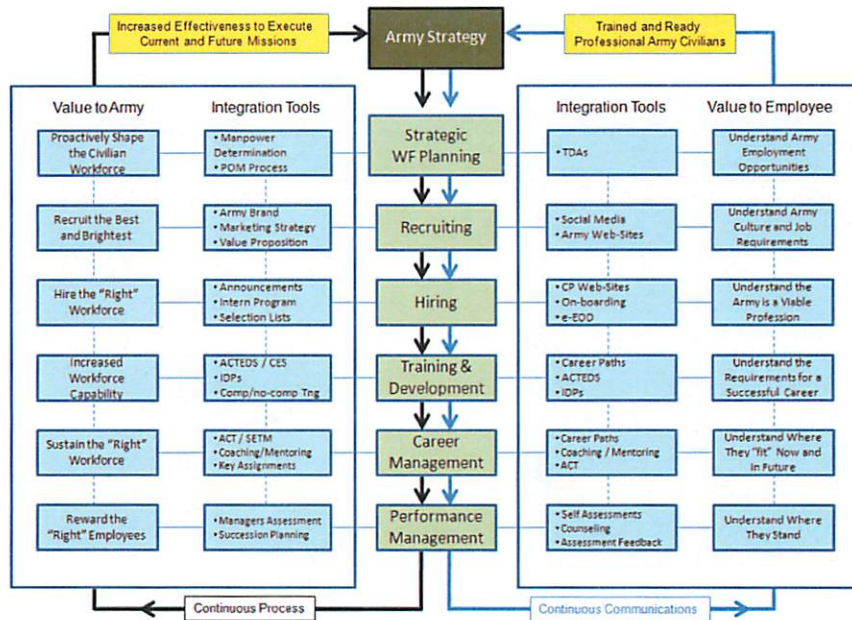


Figure 4: Human Capital Management Construct

Understandably, at this point developmental programs for Army civilian leaders are less mature and less robust than that of the uniformed military component of the Army profession. Unlike the military, depending on where civilians are in their career, this is an “opt-in/opt-out/opt-in” methodology and there is yet no enterprise approach to determine the missions, requirements, structure, and numbers of the civilian cohort.²⁹ This brings us to the second major evolution underway, the Civilian Work Force Transformation (CWT) initiative.

Over the last two years the CWT has been designed to transform Army civilians into a more flexible and adaptive workforce. Figure 5 below displays the six lines of effort (LoE) and the intended outcome of each:

- **Line of Effort 1:** Integrate **requirements determination**, allocation and resourcing processes that identify the civilian workforce capabilities. The intended outcome is to achieve a flexible and responsive civilian requirements determination process that results in a right-sized, resourced, and aligned civilian workforce to support the Army’s strategic priorities.
- **Line of Effort 2:** Improve **civilian workforce lifecycle** strategy, planning and operations to enhance mission effectiveness. The intended outcome is to improve strategy, planning, and operations for the development of the civilian workforce to enhance mission effectiveness.
- **Line of Effort 3:** Establish an **integrated management system** to support decision making on human capital and allow both leaders and employees to perform their roles more efficiently. The intended outcome is to develop management processes that are integrated and systematic to deliver results that are responsive to Army’s changing missions.

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- **Line of Effort 4:** Develop **Army Civilian Leader requirements** and align civilian leader education, training and experience programs with these requirements and secure resources needed to fund these programs. The intended outcome is deliberate, focused development of Army civilian leaders.
- **Line of Effort 5:** Execute activities to reform the **Civilian Hiring Process** making it quicker, more efficient, and more effective to access a more adaptable, flexible, and capable workforce.
- **Line of Effort 6:** Examine in a holistic manner the role of the **Army’s Civilian workforce** in the Army and adapt policy, regulations and doctrine, as appropriate, to account for and promote the role(s) of the Army Civilian Corps.



Figure 5: Civilian Work Force Transformation

Each line of effort focuses on building an Army Civilian Corps that is capable of assuming its role now and in the future. As CWT matures and the Civilian Corps becomes an integrated partner in the Army Profession much work remains in assessing whether professional certification requirements for the Military and Civilian components of the Army profession are fully complementary or entirely unique.

The CWT goals for FY 11 focused primarily on addressing challenges in requirements, policy, governance, civilian development and hiring reform. Prior to January 2011, only 97,000 of the 300,000 Army civilians had been mapped into a career program. Since that time, the Department of the Army published a policy in April 2011 that required 100% of all Army Civilians to be mapped to a career program. To date, the Army has:

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- Secured funding to support CWT for FY12 and programmed for FY13
- Expanded the number of Army civilian career programs from 23 to 31
- Mapped 99.9% of all Army civilian positions to a career program
- Deployed -Army Career Tracker to 66,000 Army Civilians; it projects full deployment by 1st Quarter FY13.
- Created a centrally-funded school account in which GS-14 and GS-15 Army civilians are assigned while attending Senior Service College in a PCS status.
- Restructured the Civilian Senior Leader Development Office (CSLDO)/Civilian Senior Leader Management Office (CSLMO) into one office responsible for the management of professional development of Senior Executive and GS15s.
- Established a succession planning process for Senior Executive Service.

In FY 12 the Army has a strategic goal to ensure all 31 career programs attain an initial operational capability by the end of FY 13. For FY 14 and beyond Army's goal is to have fully operating career programs supported by an integrated talent management processes, robust experiential development programs for senior civilians, and strong leader and functional training opportunities for the remainder of the civilian component.

Section 4 – Maintaining the Army Profession by Developing Leaders within the Army Civilian Corps

One critical lesson the Army has learned from its history of post-conflict transitions is that leadership within the Army, specifically the competence and character of its individual leaders at all levels, uniformed and civilian, **is the single most influential factor in the Army being, and remaining, a military profession.**³⁰ The Army's leaders are the key ingredient of the Army's current and future status as a profession, and particularly when it comes to the first battles of the next war!

Further, Army leaders are to be the living embodiment of the Army Ethic. Professions uniquely use their Ethic as the primary means of internal motivation and self-control and external trust-building. The servant ethic of professions is characterized as, "let the taker believe in us."³¹ The Army's professional Ethic enables trust externally with the American people and civilian leaders and internally with junior professionals within the ranks.³² Such trust can be understood as a willingness to be vulnerable, both institutionally and individually, which is formed around the expectation that an exchange partner will not behave opportunistically.³³ Those trust relationships must be re-earned every day by Army leaders at every level living the Ethic, an embodiment of Army values that compels followers to live and serve in the same manner.

Because of this trust relationship, the American people grant significant autonomy to the Army to create its own expert knowledge and to police the application of that knowledge by its individual professionals. Non-professional occupations do not enjoy similar autonomy. Thus a self-policing Ethic is an absolute necessity for the Army's status as a profession, especially given the lethality- and the moral content inherent in what it does.

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While other types of producing organizations motivate their workers through extrinsic factors such as salary, benefits and promotions, professions focus more on inspirational, intrinsic factors like the life-long pursuit of expert knowledge, the privilege and honor of service, camaraderie, and the status of membership in an ancient, honorable, and revered occupation. This is what motivates true Army professionals, uniformed and civilians; it is why the work of a professional is considered a personal calling to vocation—something far more meaningful and fulfilling than merely a job.

In addition to the changes noted in Section 3, with the evolution of CWT the Army Civilian Corps has centralized the management of developing the leadership expertise of its civilians, consistent with and parallel to Army doctrine in ADP 6-22 - *Army Leadership*. It has also decentralized the execution responsibilities for developing the functional expertise of civilians across the 31 career programs. Each career program has a functional chief and a functional chief representative. Each career program is establishing its own systemic approach to guide the career development of civilians who fall within their respective occupational fields, to include formal education, training, professional development, performance enhancing job experience, and individual professional certifications for character, competence, and commitment. These elements develop the core competencies and career maps associated within each occupational field. Each career program will establish its own levels of functional accreditation, with the levels of functional certification varying across career programs.

Within the CWT effort, the graphic below shows the numerous influencers impacting on the Human Capital Model. This model serves as a cornerstone for designing the Army Civilian leadership training and development methodology.

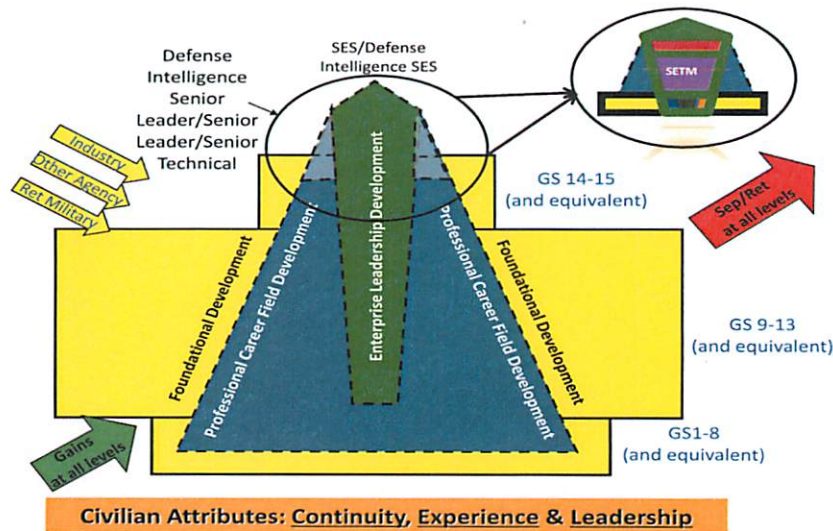


Figure 6: Army Civilian Human Capital Management Construct

In the diagram, the yellow depicts Army civilians across 31 career programs in the grades of GS1-15 or the equivalent. The Army civilians here are doing well performing classic roles

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such as providing administrative assistance with little expected mobility. The blue depicts Army civilians who are the Army's technical experts in their chosen fields. They enter the Army from industry, college, other federal agencies, or from the retired military; they are master technicians in their occupations and career field and possess a depth of specialized skill and knowledge. Army civilians within this category can expect career mobility and may opt for geographic relocation. While they are highly trained and skilled technicians they are also leaders; examples are a Director of Network Enterprise Center or Director of a Garrison function.

The green depicts the Enterprise Leader portion of the functional development framework. This section highlights another way Army leaders can identify Army civilians that possess the potential to be future leaders in functional tracks at the executive level of leadership. As stated, these are Army Enterprise Leaders with the responsibility of leading significant portions of the Army such as Division Chief within Headquarters, Department of the Army, or Deputy Garrison Commander, or Chief of Staff of a Department or Army Command. As a developmental model in support of Enterprise leaders, a part of the Senior Enterprise Management (SETM) cutout depicted on top right is being designed to provide enterprise leadership experience, in terms of both developmental assignments and executive education in order to build a bench of senior civilian leaders ready to ascend to executive positions.

Section 5 - Conclusion

In the context of the Army Profession after a decade of war, in this paper we examined the role, mission, and contributions of Army Civilian Corps and we discussed the direction the Army is taking to develop individual civilian professionals and their leaders in coming years. As the discussion has shown, for the Army Civilian Corps to be viewed as and to remain a "mutually complementary component" of the Army profession, then the development of its leaders, managers, and skilled technicians must be more tightly integrated into Army doctrine and professional development of the uniformed military component.

Fully integrating the Civilian workforce into the Army Profession has yet to occur and there are still many challenges that remain to be addressed as the campaign of learning continues. For example, the Fair Labor Standard Act provides a definition of professional that will influence the discussion of which civilians are professionals in the context of the Army Profession. Another example is to resolve how the Army will define certification for its two components while coming to grips with resource constraints. The outcome of such discussions could impact strategic decisions relating to structure, force mix, compensation, talent recruitment/retention and a host of other civilian personnel lifecycle matters. Likewise, further examination of potential certification requirements for the civilian members of the Army profession must also occur. Many of these foundational questions are being explored now. As a consequence of what is learned, policy, regulations and doctrine must be adapted to enable seamless civilian workforce integration within the Army Profession.

Looking ahead to Army 2020, when the CWT effort is complete it will deliver a predictive requirements-based, system-of-systems that provides the analytical tools needed to forecast annual Army civilian/military recruiting, education, training, development, retention and

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certification data needed to plan and program necessary resources. In return, the Army will gain future civilian leaders that are skilled, trained, and certified professionals in all aspects of their mission expertise. As a result, the two mutually complementary components of the Army will ensure it remains an autonomous, but trusted, profession as it honorably serves the security needs of the American people and their Republic.

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Endnotes:

¹ The terms of reference are restated in the first publication of the campaign, an Army White Paper, *The Profession of Arms*, Hqs, TRADOC, 8 December 2010: 1.

² Ibid., 2-4.

³ For major recent works on professions see, Andrew Abbott, *The Theory of Professions* (Chicago: University of Chicago Press, 1998) and, Eliot Freidson, *Professionalism Reborn: Theory, Prophecy and Policy* (Chicago: University of Chicago Press, 1994). For the only book-length works on the Army as profession since the 1970s, see: Don M. Snider and Lloyd J Matthews, (eds.), *The Future of the Army Profession*, first and second Editions (NY: McGraw-Hill, 2002 and 2005).

⁴ See T.O Jacobs and Michael G. Sanders, “Principles for Building the Profession: The SOF Experience,” Chapter 20 in Snider and Matthews (eds.), *The Future of the Army Profession*, 2d Edition (NY: McGraw-Hill, 2005): 441-462.

⁵ Matthew Moten, “A Profession of Arms: A Brief History of the United States Army,” unpublished paper prepared for the PoA Campaign by the Deputy Head, Department of History, US Military Academy, West Point, NY, 2011.

⁶ The best introduction to the long and continuing debate over the appropriate balance between institutional and occupational behaviors in western militaries, is : Charles C. Moskos and Frank R. Wood (eds.), *The Military: More Than Just a Job* (Washington DC: Pergaman-Brassey’s Defense Publishers, 1988).

⁷ For an excellent discussion of the negative impact of that issue on the Army Officer Corps, see Mark Lewis, “Army Transformation and the Junior Officer Exodus,” *Armed Forces and Society*, Vol. 31, No.1 (Fall 2004): 63-74.

⁸ Scott Rowell, White Paper: A Vision for The 21st Century Army Civilian available from Office of ASA MRA (need data as to where it can be found)

⁹ *Army White Paper*, 2-3.

¹⁰ James H.Toner, *True Faith and Allegiance: The Burden Of Military Ethics* (Lexington: The University Press of Kentucky, 1995): 22-23.

¹¹ Sean Hannah, “Leadership in the Profession of Arms,” *The Oxford Handbook of Leadership* (UK: Oxford University Press (forthcoming).

¹² Memorandum for Commanding General Training and Doctrine Command, “Decisions for the Way Ahead, Profession of Arms Campaign,” 29 July 2011, copy in possession of authors.

¹³ FM1-01, pg 12, paragraph 1-8.

¹⁴ Volney Jim Warner and Natalie Lui Duncan, “Army Civilians -- Professionals by Any Definition,” *Military Review* (Sept 2011): 56-66.

¹⁵ Ibid, 60.

¹⁶Rowell, A Vision for The 21st Century Army Civilian.

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¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ R. Duane Ireland and Michael A Hitt, “Achieving and Maintaining Strategic Competitiveness in the 21st Century: The Role of Strategic Leadership,” *Academy of Management Executive* (1999, Vol. 13, No1): (needs inclusive page numbers).

²⁰ U.S. Army Training and Doctrine Command, U.S. Army Profession of Arms Campaign 2011 Interim Report. Pg. 174, Document available at: <http://cape.army.mil/ProfessionofArms.html>

²¹ Secretary of the Army and Chief of Staff of the Army, Memorandum issued 19 June 2006, Subject: The Army Civilian Corps, available from Office of ASA MRA

²² Ibid.

²³ Ibid. .

²⁴ *Army White Paper*, 7-8.

²⁵ Rowell, A Vision for The 21st Century Army Civilian.

²⁶ Ibid.

²⁷ “Tier 3 SES Summit - Profession of Arms Campaign: Civilian Cohort,” dtd, 15 April 2011, available from Office of ASA MRA

²⁸ Ibid.

²⁹ Ibid.

³⁰ The best historical analysis of the US Army’s experiences going to war, and therefore learning just how well it had maintained its professional capabilities through the previous reductions, is: Charles E. Heller and William A. Stofft, *America’s First Battles, 1776-1965* (University of Kansas Press, 1986.); for an overview of the same period from the perspective of the ebbs and flows of the Army’s professional jurisdictions, see Leonard Wong and Douglas V. Johnson II, “Serving the American People: A Historical View of the Army Profession,” in Don M. Snider and Lloyd J. Matthews (eds.), *The Future of the Army Profession*, 2d Edition (McGraw-Hill, 2005): 93-112; and, for insights into the effects of the Army’s more recent reductions, post-Cold War, see: Richard A. Lacquement Jr., *Shaping America’s Military Capabilities After the Cold War* (Westport, CT: Praeger, 2003).

³¹ David Segal and Karen DeAngelis, “Changing Conceptions of the Military Professions”, chapter 10 in Suzanne C. Nielsen and Don M. Snider (eds.), *American Civil-Military Relations: The Soldier and the State in a New Era* (Johns Hopkins University Press, 2009): 194-212.

³² For an explanation of the three main trust relationships of the Army as a profession of arms, see: Don M. Snider, *Dissent and the Strategic Leadership of Military Professions* (Carlisle, PA: U.S. Army War College, Strategic Studies Institute, 2008).

³³ Profession of Arms Interim Report, dtd, July 2011, available from Office of ASA MRA.