



# General Accounting Office

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## Military And Civilian Managers Of Defense Manpower: Improvements Possible In Their Experience, Training, And Rewards Volume I

Many dedicated, hard-working individuals, military and civilian, perform DOD manpower and personnel management functions without the expertise and effectiveness desired. Issues arising from use of defense manpower have increased in importance. GAO has repeatedly pointed out persistent problems in past reports.

Traditional officer assignment practices and existing civilian career programs hinder the development of manpower and personnel management expertise. Managers having the expertise are not adequately rewarded.

The Secretary of Defense should make sure that the services establish viable career fields and programs for officers and civilians working in manpower and in personnel management. In addition, the services should specify certain officer manpower and personnel positions as the equivalent of command and operational experience for military promotion board consideration.



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*Report - 2 vols*

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FEBRUARY 16, 1979



UNITED STATES GENERAL ACCOUNTING OFFICE  
WASHINGTON, D.C. 20548

FEDERAL PERSONNEL AND  
COMPENSATION DIVISION

B-165959

The Honorable Harold Brown  
The Secretary of Defense

Dear Mr. Secretary:

In this report the General Accounting Office assesses the effect of service staffing policies and practices on the qualifications of defense manpower and personnel managers, both military officers and civilians. <sup>Needed improvements</sup> in defense management of the manpower and personnel functions have been pointed out in many past General Accounting Office reports. In addition, recent passage of the Civil Service Reform Act delegates more personnel management responsibility to the Department. Both make manpower and personnel manager professionalism imperative.

We found that varying service practices in many cases preclude the development of manpower and personnel management expertise, while, at the same time, those managers having such qualifications are not always rewarded for them by their organizations. The report also provides a baseline against which to measure changes in managerial professionalism and a methodology, including indexes, by which such measurements could be made.

We are recommending on pages 30 and 53 that you ensure the services establish both manpower and personnel management career fields and programs to attract, develop, retain, and reward professional military and civilian managers. We also are recommending on page 53 that you consider increased emphasis on the role of your Office in monitoring and evaluating civilian career management and formulating civilian career management policy.

As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions taken on our recommendations to the House Committee on Government Operations and the Senate Committee on Governmental Affairs not later than 60 days after the date of the report and to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report.

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67). We discussed the report with officials from each service, and their comments were considered in preparing it.

We are sending copies of this report to the Chairmen, House and Senate Committees on Appropriations; the Chairmen, House and Senate Committees on Armed Services; the Director, Office of Management and Budget; the Director, Office of Personnel Management; and the service Secretaries.

Sincerely yours,



H.L. Krieger  
Director

GENERAL ACCOUNTING OFFICE  
REPORT TO THE SECRETARY OF  
DEFENSE

MILITARY AND CIVILIAN  
MANAGERS OF DEFENSE MANPOWER:  
IMPROVEMENTS POSSIBLE IN THEIR  
EXPERIENCE, TRAINING, AND  
REWARDS

D I G E S T

Defense manpower and its associated problems-- recruiting and retaining qualified volunteers, controlling sharply rising costs, among others, ~~repeatedly pointed out in past GAO reports~~ demand fully trained, full-time, and motivated military and civilian manpower and personnel managers. Service practices, however, make the development of such professionals unlikely. Officers and civilians working in manpower and personnel management agree.

Traditional military officer assignment and rotation practices develop military commanders-- leaders, not managers. Except for the Air Force, the services have not broken with tradition enough to cultivate a cadre of professional military manpower and personnel managers.

Short assignments combined with untrained and inexperienced officers hamper the services' ability to effectively and efficiently accomplish their manpower and personnel functions.

--Officer manpower and personnel assignments average about 2 years.

--About three-fourths of Air Force officers have received inservice manpower and personnel training, from one and a half to two and a half times what other service officers have received.

--Air Force officers have worked in manpower and personnel about two-thirds of their careers, compared to about one-third for other service officers.

--Many senior officers in all the services have had only one or two manpower or personnel assignments.

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Some manpower and personnel officers have not progressed as rapidly as colleagues with fewer assignments in the area. In all the services, officers who were promoted to colonel, or Navy captain, faster than their peers had spent a lesser portion of their careers in manpower and personnel assignments. They also reported lower numbers of such assignments.

#### CONCLUSION AND RECOMMENDATIONS

DOD manpower and personnel organizations should be staffed with knowledgeable and experienced officers who are allowed to stay in one assignment for an appropriate time. Accordingly, the Secretary of Defense should make sure that all services have established both a manpower officer career field and a personnel management officer career field to attract, develop, retain, and reward professional managers. The career fields should have established standards of background, education, required training, prior experience, and tenure. JAL

In addition, the services should specify certain manpower and personnel positions as the equivalent of command and operational experience and instruct promotion boards to consider such assignments as meaningful equivalent experience for advancement. W

#### CIVILIAN MANPOWER AND PERSONNEL MANAGERS COULD BE MORE EFFECTIVE

The civilian managers working in DOD manpower and personnel have longer tenure and more inservice training in those functions and are more professionally active than their military counterparts. They have a more negative view of their jobs and organizations, however, posing an obstacle to the effective functioning of their organizations.

Civilian manpower and personnel managers working in the services

--feel they do not have the opportunity to gain experience for higher level work which the officers have;

- feel less challenged on the job; and
- receive less supervisory responsibility though they are more experienced.

Civilian career motivation is generally the responsibility of the individual; military officers' careers are managed and monitored by the services. The perception exists that civilians can be brought into DOD fully qualified at any level, and so do not merit the intense individual management the officers do. Studies have shown, however, that three-fourths of the future DOD civilian managers and executives are already working in DOD. This, coupled with Civil Service Reform Act passage, which delegates more responsibility to individual departments, makes career development imperative for DOD human resource managers.

Although all services have career programs for civilians working in Federal personnel, civilians working in military personnel are not covered by them. The Army is the only service to have a career field and career management program for civilians working in manpower.

CONCLUSION AND RECOMMENDATIONS

When career management systems are successful, both the organization and the individual benefit--the organization from effective use of well-developed professionals, and the individual from a rewarding and challenging professional career.

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The Secretary of Defense should <sup>also</sup> make sure that all services establish viable, complete, and timely career management systems for civilians in both the personnel and manpower functions and include employees working in the military personnel function. The programs should emphasize individual development and career progression equally with management information and control.

} (rec)

Volume II of this report consists of  
 iii appendices dealing with:

- (1) the objectives + results of a questionnaire; (2) perceptions
- Manpower development
- Training value;
- (3) Professional activities

The Secretary of Defense also should consider increased emphasis on the role of his Office in the monitoring and evaluation of DOD civilian career management and the formulation of civilian career management policy.

Officials in each service and the Office of the Secretary of Defense generally agree that more could be done to improve career management for and qualifications of DOD manpower and personnel managers. Their comments have been considered in preparing the report.

wd (4) special analyses of  
organizational effectiveness  
and training strengths & weaknesses.

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ABBREVIATIONS

ADP	automatic data processing
AVF	All-Volunteer Force
BPME	Bureau of Personnel Management Evaluation
CSC	Civil Service Commission — 13
DOD	Department of Defense — P
OJT	on-the-job training
OPM	Office of Personnel Management — (GAO CO this is not possible)
OSD	Office of the Secretary of Defense
PEG	Personnel Effectiveness Grid
TRADOC	U.S. Army Training and Doctrine Command — DLG 9/18

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## CHAPTER 1

### INTRODUCTION

The military exists to prepare for and to fight wars using men and materiel. Issues arising from the use of men, Department of Defense (DOD) manpower and human resource management issues, are more critical today than before, because of changes brought on by the advent of the All-Volunteer Force (AVF), the Total Force Management policy, changes in the attitudes of American society, and rising costs.

#### EFFECTS OF AVF

Clearly one of the most important effects of AVF is the increased visibility accorded military manpower management. The nearly 3 decades of post-World War II conscription provided DOD managers with a virtually unlimited and relatively inexpensive source of manpower. Since the military was at least partially isolated from competition in the labor market during the draft, the effectiveness of manpower management did not have much priority. The management policies used seemed to evolve out of a driving concern for equal promotion opportunity and administrative simplicity, which encouraged rigidity in personnel management. Too, since its human resources were a "given," DOD emphasized management of logistics--such as developing and procuring advanced weapon systems.

#### TOTAL FORCE MANAGEMENT POLICY

Since its inception as a management concept in the late 1960s, Total Force Management has become a DOD policy with an increasingly significant impact on the ways in which the services are organized and staffed to plan for and to manage their human resources. In essence, Total Force Management seeks to integrate and consolidate the Active, Guard, and Reserve Military Forces, as well as civilian and contractor personnel, into a resource mix which will minimize cost while maintaining force readiness. Although the Air Force is now the only service to have an effective Total Force Management system, the Navy is reorganizing to integrate policy formulation for military and civilian resources. The Army and the Marine Corps continue to rely on several policies to integrate manpower management. The success of Total Force Management to a great extent rests with the military and civilian manpower and personnel professionals charged with transforming viable policy into viable programs.

## CHANGING WORK FORCE

American workers today expect more from their jobs. No longer totally satisfied with adequate pay and surroundings, workers also expect some personal satisfaction from their employment. Personnel managers must deal with participative management, human relations concerns, job enrichment programs, equal employment opportunity, and special emphasis programs. The manpower planner is challenged by the increasing complexity of human resource planning in an era of volunteer forces and sophisticated quantitative programming and modeling techniques. These changes demand professionalism from today's manpower and personnel managers.

## COSTS OF DOD PERSONNEL

As the human factors of DOD management have grown in complexity, costs of DOD manpower have grown also--250 percent in 14 years for only 80 percent as many people. Since fiscal year 1964, annual costs for military and civilian personnel have increased from \$24 billion to over \$60 billion, even though personnel levels have declined from 4.8 million to 3.9 million. Effective management of personnel resources is of growing importance to DOD as it tries to do more with less because of higher costs.

In fact, DOD's human resources consume over 57 percent of the fiscal year 1978 DOD budget. During fiscal years 1973-75, DOD cut the number of active military and civilian employees by 295,000; yet, manpower costs continued to claim about 55 percent of DOD outlays in all 3 years. Fiscal year 1979 manpower costs are projected to again exceed 55 percent of outlays.

## The Congress is increasingly concerned

Complaints about the rising cost of the DOD personnel budget are being voiced louder and more frequently, dramatizing the need for effective manpower and personnel management. The Congress has become increasingly concerned because of the cost of manpower and the problems encountered by the services in recruiting and retaining sufficient numbers of qualified personnel.

The following comment from congressional hearings on one service's budget typifies this growing interest, concern, and appreciation for the complexity of the task.

"The importance of manpower to the readiness and effectiveness of the Forces, the longer lead time and greater investment needed to produce trained men for technical jobs, and the rising cost of manpower, requires more integration of the planning, development of requirements, training, allocation, and assignment of military, civilian, and reserve manpower than in the past."

Looking to the future, the Congress and DOD will be challenged to sustain an adequate defense capability and at the same time control the growth of manpower costs.

#### WHAT IS MANPOWER AND PERSONNEL MANAGEMENT?

As commonly used, "manpower management" refers to those actions which identify requirements, while "personnel management" refers to such actions as recruiting or training--the management of people. These actions are performed in varying degrees at all levels of the military establishment--the Office of the Secretary of Defense, the service secretariats, the Chiefs of Staff (service headquarters), the commands, and the operating units. The functions are performed by many dedicated and hard-working individuals, both military and civilian, of all grade levels, including enlisted personnel, officers, career civil servants, and political appointees.

#### Our previous reports document lack of DOD management emphasis on the manpower and personnel functions

Although the military services have made progress in adjusting to AVF, and are moving toward Total Force Management, significant human resource management problems remain to be addressed by DOD's manpower and personnel managers. The effects of DOD's lack of management emphasis on the manpower and personnel functions are evident in a brief resume of some recent GAO reports, discussed in appendix I. (See p. 54.) We found that the services

- were not providing enough management emphasis to realize the potential of work measurement as a management tool;
- could reduce their peacetime maintenance personnel costs considerably by improving requirements determination systems;

- could do much more to improve enlisted personnel management;
- have been slow in developing staffing standards, let alone using them; and
- used criteria for reassigning senior military officers which were not based on systematic analyses.

In the near future, we will issue reports which address obstacles to Total Force Management in DOD and the problem of unauthorized leave (absent without leave) in the military services. These recurring issues are symptomatic, we believe, of problems with the managers responsible for manpower and personnel policy and programs within DOD.

#### WHY THE REVIEW WAS MADE

In view of current concerns about DOD manpower and its cost, the professionalism, knowledge, and experience of those individuals who manage the work force have become increasingly important. We therefore directed our review toward

- identifying and evaluating the management practices and policies used to classify, train, and assign manpower and personnel managers and
- determining whether DOD manpower and personnel organizations are staffed by knowledgeable, experienced, and professional individuals.

#### Scope of review

We did most of our work at the headquarters and military personnel centers of the Army, Navy, Marine Corps, and Air Force where we:

- Reviewed regulations and records pertinent to manpower and personnel management, including the policies and procedures for the career development of manpower and personnel managers, military and civilian.
- Interviewed agency officials about practices for career development and assignment of officers and civilians to manpower and personnel positions.
- Obtained information from the personnel records of 426 officers in grades 0-4, 0-5, and 0-6 who were

assigned to manpower and personnel jobs in December 1977, including promotion history, service schools and training courses attended, formal education, career fields, skill areas, present assignment, and the length and type of prior assignments.

--Distributed a questionnaire to 4,153 officers and civilians whom the services identified as working in manpower and personnel management positions at the service headquarters, personnel centers, and command headquarters.

The questionnaire was designed basically in four sections.

--Demographic information, such as years of service, years in organization, and educational background.

--Information on attitudes toward the job.

--Information on individual perceptions of the rotation and assignment practices of the employing service.

--Information on attitudes toward the employing organization.

Since the results we obtained from the analysis of the questionnaire are detailed and lengthy, a separate volume, volume II, of this report contains a complete discussion of methodology, results, special analyses, and the survey instrument used.

## CHAPTER 2

### SERVICES NEED TO DEVELOP MORE PROFESSIONAL

#### MILITARY MANPOWER AND PERSONNEL MANAGERS

DOD manpower and personnel management functions are complex. DOD is challenged to manage those functions with professional military who are technically qualified and with professional civilians who are properly used. In this chapter, hindrances to military manpower and personnel professionalism are addressed, while chapter 3 discusses problems in DOD career management for civilian manpower and personnel managers.

#### OFFICER CAREER MANAGEMENT ORIENTED TO GENERALISTS

The services have recognized the complexities of and need for expertise in manpower and personnel management and have made changes in officer career fields. Officer career management policies and practices, however, have traditionally developed officers as generalists and not as professional manpower and personnel managers. The effects of changes have come slowly, if at all. Therefore, most of the officers assigned as manpower and personnel managers are not as effective as they could be because

- assignment and rotation practices foster short tours and are not conducive to repeat tours in manpower and personnel jobs,
- they lack formal training in manpower or personnel, and
- some services lack career fields in manpower and personnel management.

Most officers feel that formal training and/or a background in manpower or personnel is necessary for good job performance. In practice, however, many officers have not received any formal manpower or personnel training. Since none of the services have clearly defined professional standards, the background and qualifications of the officers in manpower and personnel positions vary greatly within each service and among the services.

Traditional assignment practices have provided officers with a variety of assignments to broaden their understanding of the service and allow them to gain operational (combat) command experience, so that repeat assignments in an area

to develop expertise are uncommon. Many officers feel that service assignment and rotation practices do not contribute to the development of professional manpower and personnel managers, and many perceive manpower and personnel assignments as detrimental to their careers.

The results of our questionnaire survey, which included almost 2,000 officers in manpower and personnel positions, show clearly that the cumulative experience and training of officers working in manpower and personnel vary greatly among the services. The most extreme difference is between Air Force officers and Navy and Marine Corps officers. Navy and Marine Corps officers have spent about 30 percent of their careers working in manpower and personnel, whereas Air Force officers have spent twice as much, or about 60 percent. Navy and Marine Corps officers also have had fewer and shorter assignments than Air Force officers, have received less than half the inservice manpower and personnel training, and have taken fewer related college or graduate courses on their own time.

STUDIES HAVE IDENTIFIED A NEED  
FOR INCREASED PROFESSIONALISM

A number of service studies, discussed in appendix II, show that officers are rotated among assignments too frequently and that they are inadequately trained and experienced.

--The assignment and rotation systems of the military services do not facilitate career development in the technical and professional activities. Officers are rotated among assignments at much too frequent intervals. Officers assigned for such limited periods simply cannot acquire a knowledge of the work, make plans, set goals, and push the work ahead. The frequent rotation may have provided disincentives for effecting the kinds of changes that will be required if the military is to successfully compete in a volunteer environment. The planning horizons may be restricted to the short period of time senior management personnel are in a given job. One senior officer noted that such short tours provide "\* \* \* a system for evasion of responsibility."

--Persons filling senior manpower and personnel positions often lack background or training to perform their required duties. In addition, there are no organized procedures to help such individuals make up for these deficiencies once they are on the

job. For these well-intentioned amateurs in a highly complex business, we (the Army) pay a stiff price. It is a fallacy to believe that command experience qualifies an officer to know personnel. He may have experienced personnel problems, but he will not become a professional in personnel without serious training and study.

The studies included recommendations that (1) manpower and personnel management be established as career fields, (2) appropriate training be provided, and (3) the length and stability of assignments be increased.

SERVICE ASSIGNMENT AND ROTATION PRACTICES DO NOT CONTRIBUTE TO MANPOWER OR PERSONNEL PROFESSIONALISM

Historically, officer career management and assignment practices have developed officers skilled in combat operations--the profession of war. Service policy has been to provide most officers with a variety of assignments to broaden their experience and prepare them to function in command-related positions. Specialization in any one area was avoided so that few officers have been able to develop a high level of manpower or personnel management expertise. As a result, many management jobs in those functions have been filled with officers who had no prior experience or training in these areas.

The officers believed that their service assignment and rotation practices did not contribute to the development of manpower and personnel professionals. As shown in the following table, almost half of Marine Corps and Navy officers responding to our questionnaire felt this way.

Do Service Assignment and Rotation Practices Contribute to Manpower and Personnel Professional Development?

<u>Practices contribute</u>	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Air Force</u>
	----- (percent) -----			
Never or occasionally	28.9	48.1	44.7	20.4
Fairly often	29.8	27.5	32.0	27.7
Very often or always	<u>41.3</u>	<u>24.5</u>	<u>23.3</u>	<u>51.9</u>
	<u>100.0</u>	<u>100.1</u>	<u>100.0</u>	<u>100.0</u>

Source: Manpower/Personnel Management Questionnaire.

Career tenure of manpower and personnel officers should be increased

Professional proficiency ultimately is acquired on the job by doing the work. Overall experience levels increase, individual job performance improves, and professionalism results when officers remain in assignments for longer periods and have repeated tours in an area. Longer assignments also increase accountability for decisions. When officers remain in positions long enough to experience the consequences of their actions, they can be expected to make decisions with a more long-term outlook in mind. Officers working in manpower and personnel, our questionnaire results show, have varying cumulative experience levels and uniformly short assignments.

The officers who answered our questionnaire have varying manpower and personnel experience, but Army, Navy, and Marine Corps officers have about half the experience of their Air Force counterparts. Air Force officers who answered our questionnaire have worked in manpower and personnel an average of 10.2 years, but only 60 percent of their careers. Army respondents have worked in the area an average of 6 years, Navy respondents, 5.5 years; and Marine Corps respondents, 4.9 years--all between 30 and 35 percent of their careers.

Varying experience levels affect managerial qualifications, as perceived by questionnaire respondents. Most Air Force officers believe that service assignment and rotation practices provide the right mix and length of experience for top managers. Conversely, over 50 percent of the Navy respondents believe that the Navy's practices do not provide the right mix.

Short assignments cause turbulence in manpower and personnel assignments

In a 1978 report <sup>1/</sup> we defined "turbulence" as officer reassignments to different duty stations, to new job sites in the same locale, or to a different job at the same site. We pointed out that the negative consequences of turbulence include the lack of continuity, decreased professionalism, and lack of accountability for decisions.

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<sup>1/</sup>"Reassignment of Senior Military Officers Can Be Managed Better," (B-125037, March 1978.)

We also pointed out that one of the major causes of officer turbulence was the services' insistence on "punching tickets" of officers in combat or operational jobs, to groom them for promotion to leadership positions. In that report we recommended that the Secretary of Defense

--direct the services to establish criteria setting acceptable levels of turbulence and

--strengthen the DOD system for controlling turbulence.

In its reply to that report, DOD rebutted our recommendation, pointing out its belief that further turbulence controls would be costly while the benefits would be negligible and that existing DOD reassignment mechanisms were adequate. Also it stated that:

"\* \* \* the Department believes the concept of pre-determined optimal tour lengths or controls for managing the senior officer [O-5 and above] force is neither practical or warranted."

In other words, turbulence and its associated negative consequences are likely to continue, at least at the senior officer grades.

While that report addresses senior officers, we believe turbulence can have grave consequences in the middle management grades as well, especially in resource management. Decisions that take months or years to put in operation are often made by these middle managers and approved at higher levels. As one DOD official said, "The problem is that most officers do not stay long enough to learn the system or improve on it." The same can be said for assignments in other management areas and operational command assignments as well, where average lengths of assignments are probably of equally short or even shorter duration. Our earlier report noted that senior officers averaged only 18 to 21 months in one organization.

Questionnaire respondents confirmed the short length of average assignments--from about 1-1/2 to 2 years. The following shows the average length of manpower and personnel assignment by service that we computed.

<u>Service</u>	<u>Average assignment length in years</u>
Army	1.6
Navy	2.0
Marine Corps	1.9
Air Force	2.1

The average assignment length for Air Force officers is consistent for all grades; in the other services, the length generally increases as the grade increases.

Naturally, the shorter the average assignment, the more frequent turnover of manpower and personnel managers and the greater proportion of them in a training period of up to 1 year becoming acclimated to the complicated job at hand. Nonetheless, during this period those managers may be making decisions with far-reaching importance.

While average assignments are short, respondents report that their longest assignments are not much lengthier. The length of the longest assignments reported by the officers varies greatly. Army, Navy, and Marine Corps officers generally report their longest manpower or personnel assignments range from 2 to 3 years, while Air Force officers report 4 to 5 years. Although we generally found longer assignments at higher grades, 20 to 25 percent of the longest assignments in the Army, Navy, and Marine Corps are for 2 years or less.

#### Numbers of manpower and personnel assignments vary between services

The number of repeat assignments in a functional area naturally affects experience levels. In all the services, many senior officers holding branch, section, or division head jobs have had only one or two assignments in manpower or personnel. Army and Navy officers in grades 0-4 to 0-6 have had fewer manpower and personnel assignments, the majority from one to three, than their Air Force counterparts. In contrast, the majority of the Air Force 0-4 to 0-6 respondents reported eight or more such assignments.

Not all Air Force senior officers, however, have advanced in the manpower and personnel career fields. About 75 percent of Air Force 0-6 positions are in support fields. Thus many pilots and navigators in grade 0-6 move into career fields such as manpower or personnel when their flying expertise is no longer required. Because of the impact of the pilots and navigators coming into the manpower and personnel field, 22 percent of Air Force 0-6s reported having had only one manpower or personnel assignment.

In the Army and Navy, as the officers' grades increase, the number of manpower and personnel assignments increase. Over 65 percent of the Navy O-6s and 81 percent of the Army O-6s have had three or more such assignments.

Not many officers have consecutive manpower and personnel assignments

Consecutive assignments in a functional field could also be expected to improve individual job performance. In contrast to what could be expected, the percent of military respondents with a majority of consecutive assignments decreases as rank increases. Only Air Force officers are routinely given consecutive assignments in manpower and personnel. Ninety percent of the Air Force officer respondents report that the majority of their assignments in manpower and personnel had been consecutive, compared to about half of Army and Navy respondents and 30 percent of the Marine Corps managers.

As a group, only the Air Force officers heavily favor consecutive assignments. However, except for the Navy, most officers who had consecutive manpower or personnel assignments favor such a practice. Sixty percent of Navy officers having a majority of consecutive assignments either do not favor them or are undecided about the practice.

Those officers who negatively view such manpower or personnel assignments may be biased by service assignment and rotation policies. Consecutive assignments in the manpower and personnel fields would limit military officers' opportunities for the ticket-punching tours in combat or operational jobs generally considered necessary for advancement. In spite of that, except for the Marine Corps, officers responding to our questionnaire favor a primary manpower and personnel occupational specialty.

EDUCATION AND TRAINING FOR  
MANPOWER AND PERSONNEL MANAGERS  
SHOULD BE IMPROVED AND REQUIRED

According to professional literature, if professionals are needed, they should be trained. It is not reasonable to expect professional performance from a person entering an organization or function without orientation and training. As a variable in the professionalism equation, training is equal in importance to experience and thus affects program quality. The need for training is supported by the questionnaire respondents. Most officers think that formal training or a background in manpower and personnel is necessary for good job performance.

Is Formal Training or a Background in Manpower and Personnel  
Necessary for Good Job Performance?

<u>Training necessary</u>	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Air Force</u>
	------(percent)-----			
Never or oc- asionally	28.1	39.7	45.8	21.2
Fairly often	15.7	17.2	12.1	16.6
Very often or always	<u>56.2</u>	<u>43.1</u>	<u>42.1</u>	<u>62.2</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>

Source: Manpower/Personnel Management Questionnaire.

Manpower and personnel training

Air Force officers lead officers in the other services in continued professional development. For example, 73 percent of the Air Force military manpower and personnel managers received inservice manpower and personnel training, from one and a half to two and a halftimes as many as the other service respondents.

In contrast, the Navy officers

- received fewer inservice manpower and personnel courses;
- took fewer pertinent college or graduate courses on their own time;
- belonged to fewer professional organizations; and
- received less cross-training.

Most officers felt that the formal training they received made them more effective on the job. Except for the Navy, more than 80 percent of the officers who received inservice manpower or personnel training thought it improved their on-the-job performance. This confirms that professional training leads to better job performance.

Available training

A number of formal training courses are available to officers working in personnel management; however, none of the services require officers to take them. For example, the Air Force has developed three personnel management

courses, each 3 weeks or longer in length. However, of 110 officers in grades 0-4 to 0-6 assigned to personnel management positions at the Air Staff and Military Personnel Center in December 1977, only 44, or 40 percent, had taken one or more of the three personnel courses.

Much less formal training is available to those officers holding manpower management positions. Again the services do not require the training. For example, the Air Force has a 10-week manpower management course, but only 12.5 percent of officers in grades 0-4 to 0-6 assigned to high-level manpower management positions in December 1977 had taken it.

Need for additional training

From 28 to 51 percent of the respondents believe that people in their organizations are insufficiently trained to do their jobs, as shown in the following table.

Is Training Sufficient?

<u>Service</u>	<u>Never, occasionally, or fairly often</u>	<u>Very often or always</u>
	(percent)	
Army	37.8	61.2
Navy	51.4	48.6
Marine Corps	37.7	62.3
Air Force	27.6	72.4

Source: Manpower/Personnel Management Questionnaire.

Some of the studies detailed in appendix II identified a need for additional training courses for manpower managers.

"Some subfunctions require a high degree of technical competence in quantitative analysis and industrial engineering. However, formal training and education in these disciplines, as they relate to manpower management, are not now conducted by the Navy."

"There is not a formal course of instruction for manpower and force development personnel (civilian or military) that covers the entire operation of manpower management. Personnel are trained by on-the-job training (OJT) and then only in the specific position to which assigned. This type training adds to problems of parochialism, narrow orientation, and lack of knowledge of the complete manpower and force development system."

"A formal training/orientation program is needed for newly assigned personnel to introduce them to an extremely complex manpower system and to make them more effective earlier in their tour of duty."

A 1974 Army study recommended that appropriate manpower management training courses be established immediately. The study recommended a 3-week introductory course and a 4- to 8-week intermediate course.

The Army offered, for the first time in fiscal year 1978, a 3-week manpower and force development course. In commenting on the then-proposed training course, an Army official said in November 1976 that:

"Army did not see fit to approve an extensive program, and has settled for a limited overview program. The approach is to provide a very broad-based training course since so many people working in the manpower field have no experience in manpower requirements or management programs."

The Navy and the Marine Corps have not developed courses for their manpower managers.

#### What courses are most useful?

Given that training is helpful, what courses should be taken by manpower and personnel managers? Air Force officers generally have had more of the courses respondents considered useful. 1/

Most officers working in personnel are fairly well trained. Sixty-six percent of them in grades 0-3 to 0-6 report receiving training in all the subjects they judged most useful. They considered these courses most useful of the 23 listed: behavioral science; computer uses; English; management information systems; organizational theory, design, or behavior; personnel management; and report writing. Officers working in manpower found the same courses useful, except for the behavioral sciences. Additionally, they report that statistics is helpful. They report mostly needing courses in staffing standards and job classification.

The Army training for manpower managers could be improved by placing greater emphasis on job classification.

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1/See vol. II for details of analysis.

Similarly, for the personnel managers, task analysis should receive more emphasis. Both need to emphasize staffing standards. Both Air Force manpower and personnel managers need job classification.

### Educational background

Almost all officers in manpower and personnel management are college graduates, and many have master's or higher degrees. The percent holding such degrees are shown below by service.

<u>Service</u>	<u>Master's or higher degrees</u>
Army	61%
Navy	39
Marine Corps	54
Air Force	64

Source: Manpower/Personnel Management Questionnaire.

### MILITARY MANAGERS ARE NOT REWARDED FOR MANPOWER AND PERSONNEL PROFESSIONALISM

The services' bias toward command or operational assignments as a prerequisite to advancement has slowed promotions for some officers working in manpower and personnel. Although a majority of the officers responded that they very often liked the manpower or personnel work they were doing, were well able to use their skills and abilities, had requested a manpower or personnel assignment in the past, and would request another, these assignments were not career enhancing for some of them.

Historically, the services have emphasized broad development and command assignments as necessary for continued advancement. Since command assignments were needed for future promotions, officers went to great lengths to get the right assignments. Being assigned to certain positions was considered more important than developing any degree of technical competence or expertise. Officers commonly viewed such jobs as manpower and personnel as stopovers between operational tours. Repeat assignments in these management areas were considered detrimental to future promotions. Certain types of job experience also were sometimes required before advancement to higher rank. In June 1977 a retiring major general said:

"The Army has been building a leadership cadre of officers who are careerists, not professional military

leaders. They are the ticket punchers, not the fighters. These officers worry more about their next assignment, their efficiency report, and school and command selection lists than about professional competence as an officer in the Armed Forces."

In December 1977, an Assistant Secretary of the Navy said:

"You move forward in the Navy by having command of a ship, by getting operational experience."

The effect of this bias toward command assignments on the quality of manpower and personnel operations can only be speculated, but there is little doubt that it is a deterrent to professional excellence. This ticket-punching bias is apparent from the responses of the officers answering our questionnaire. Except for Marine Corps officers, from 17 to 36 percent of the officers answering believed that manpower or personnel assignments were less career enhancing than others. This percent increases with grade and probably results from the increased awareness of more senior officers that these assignments are career limiting. The Navy respondents think the least of manpower and personnel assignments--54 percent of the O-6s and over one-third of the O-4s and O-5s feel that manpower and personnel assignments are less career enhancing than others.

In some cases, the potential effect of the ticket-punching bias on quality of manpower and personnel officers has been recognized and dealt with by the services. For example, in the past the Army has instructed promotion boards to consider manpower and personnel experience in the selection process.

#### Rate of career progression

To assess the impact of manpower and personnel assignments on advancement, we computed a rate of progression for military respondents in grades O-4 through O-6. <sup>1/</sup> We first determined the number of years each officer took to reach his current grade. Using those results, we defined three progression categories.

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<sup>1/</sup>Marine Corps officers were excluded from this analysis, since there were not enough respondents in each grade for reliable study. See vol. II for further details on methodology.

1. Ahead--Officers who reached their current grade earlier than their peers.
2. On time--Officers who attained their current grade within a year of their services' usual promotion point. 1/
3. Behind--Officers who reached their current grade later than most of their peers.

Two variables were examined.

--The percent of career in manpower and personnel assignments.

--The number of such assignments.

We found the clearest cut results at grade 0-6 where officers who were promoted to 0-6 faster than their peers had spent a lesser portion of their career in manpower and personnel assignments. Those officers also reported fewer manpower and personnel assignments. Thus the number of manpower and personnel assignments and/or percent of career in such jobs is negatively related to the rate of career progression in each service at grade 0-6.

At grade 0-4, the differences between those advancing ahead and behind their peers were neither consistent nor of great magnitude. However, Army officers promoted to grade 0-5 behind their peers had spent more time in manpower and personnel. The positive (+) or negative (-) effect of manpower and personnel assignments on career progression follows.

<u>Grade</u>	<u>Army</u>	<u>Navy</u>	<u>Air Force</u>
0-4	none	none	none
0-5	-	+	+
0-6	-	-	-

Source: Manpower/Personnel Management Questionnaire.

We believe there are two ways of interpreting these results, neither of which portends good for the professionalism of officers assigned to manpower and personnel.

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1/Usual service promotion point for an 0-4 is 10 years in the Army and Navy and 12 years in the Air Force; an 0-5 is 16 years in the Army and Navy and 17 years in the Air Force; an 0-6 is 22 years in the Army, Navy, and Air Force.

Either manpower and personnel assignments are hindering the career progress of some officers working in them or some officers working in manpower and personnel jobs perform poorly relative to their peers and are in these jobs because they have not been selected for command or operational positions.

MANPOWER AND PERSONNEL OFFICERS' ATTITUDES  
ABOUT THEIR JOBS AND THE EFFECTIVENESS OF  
THEIR ORGANIZATIONS

Studies by the New York research firm of David Sirota Associates, Inc., have related perceived organizational effectiveness to actual productivity. They demonstrated that there is a strong correlation between what employees think and what actually exists. Employees who think they are productive generally are productive.

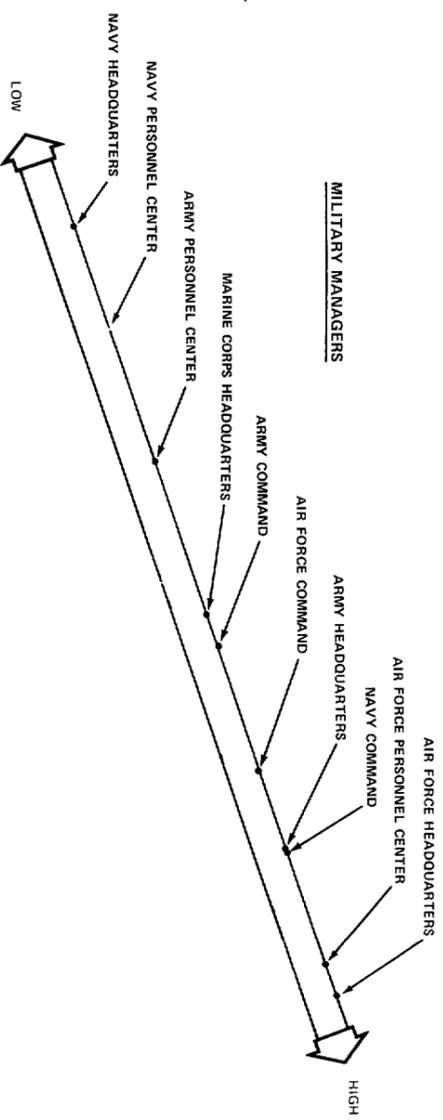
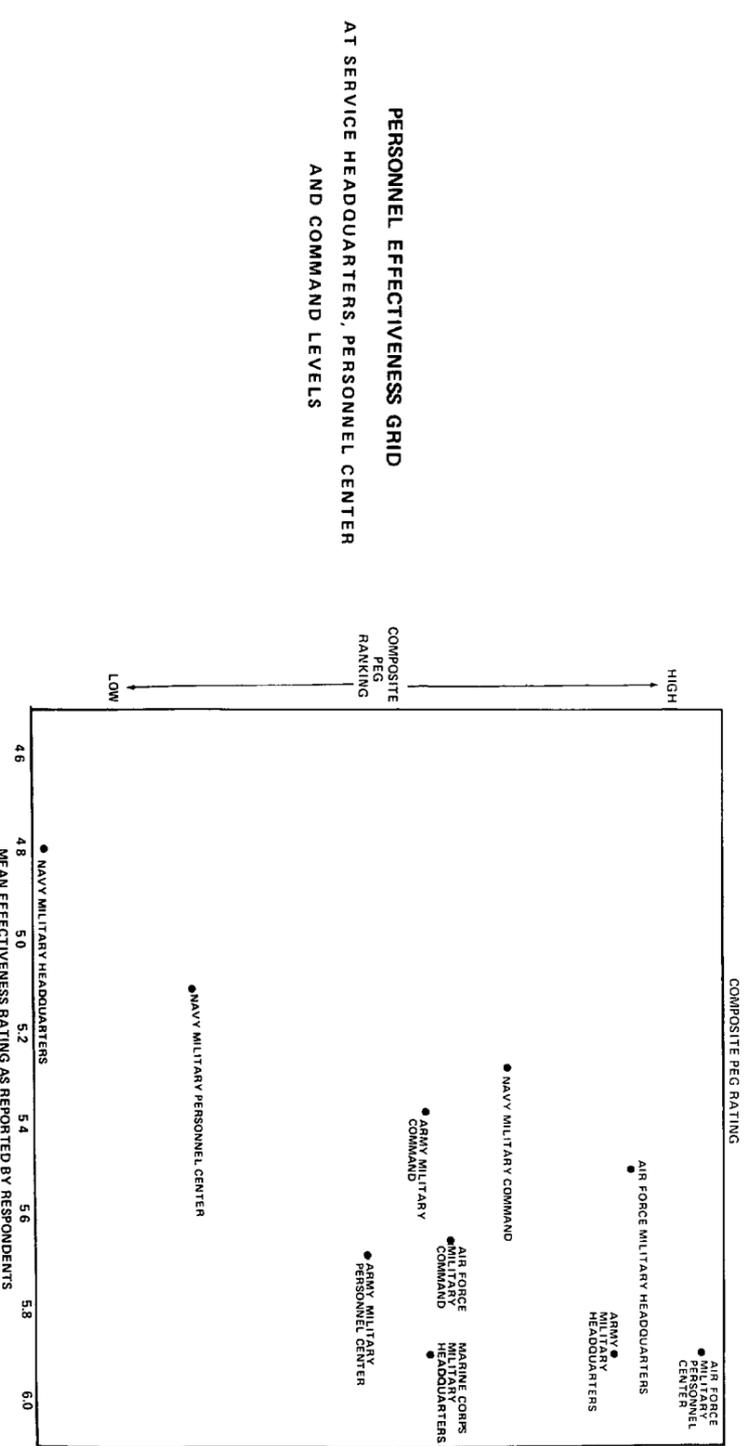
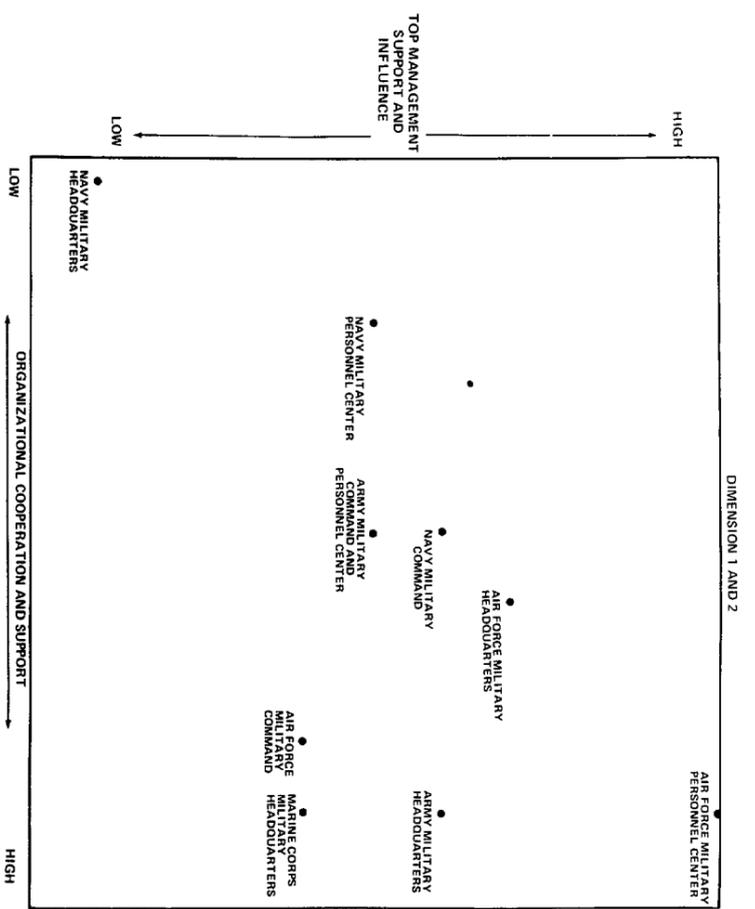
We did not attempt to measure the actual productivity or effectiveness of the four services' manpower and personnel management. However, to demonstrate the link between professionalism and probable organization effectiveness, we constructed a Personnel Effectiveness Grid (PEG) <sup>1/</sup> using selected information from the questionnaire. PEG is a model for diagnosing a personnel organization's effectiveness. This model is based on the premise that, to be effective, an organization must have

- top management support and influence (dimension 1),
- lower management cooperation and support (dimension 2), and
- a professional staff offering quality programs (dimension 3).

PEG results present the services' probable organizational effectiveness in relation to one another, rather than on an absolute scale. PEG results indicate that the Air Force has the more effective manpower and personnel organizations of the services and the more professional military managers, whereas the Navy has less effective organizations. The foldout chart shows the PEG results.

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<sup>1/</sup>Donald J. Petersen and Robert L. Malone, "The Personnel Effectiveness Grid (PEG): A New Tool for Estimating Personnel Department Effectiveness," Human Resources Management, vol. 14, pp. 10-21 (Winter 1975). (See vol. II for details of analysis.)



SOURCE: MANPOWER/PERSONNEL MANAGEMENT QUESTIONNAIRE

In its report on the fiscal year 1977 defense appropriation, the House Armed Services Committee noted that "The Air Force remains the best managed service in terms of manpower \* \* \*," while for the same year, the Senate Armed Services Committee said that "Navy manpower and personnel management appears to be fragmented."

Questionnaire respondents tend to confirm relative effectiveness

In addition to information for constructing PEG, our questionnaire elicited respondents' views on whether

- the organization is structured appropriately,
- staff is utilized appropriately, and
- adequate and appropriate information is given employees.

Our analysis of those results tends to confirm what PEG suggests. Most Army, Marine Corps, and Air Force officers feel that their organizations are staffed with the right number of kinds of people needed to do a professional job, whereas most Navy officers feel their organizations are only occasionally staffed properly.

Staff put to the wrong use hinders organizational effectiveness. In general, military manpower and personnel managers are utilized appropriately. About three-fourths of the officers report that they very often or always can make good use of their skills and abilities on the job. Over 80 percent of the Army officers report they very often or always are able to make good use of their skills. Army officers also most frequently report they are doing the kind of work they like; however, Navy officers had the least favorable responses to skill use and less frequently like manpower and personnel work.

Responses on opportunities for employees to acquire new skills, advance, and innovate on the job are most favorable from Marine Corps officers, with the Army second, the Air Force third, and the Navy last. Most officers agree that their organizations make improvements in methods and operations and encourage them to innovate. However, about 40 percent of the Navy manpower managers indicate their organization either never or only occasionally makes improvements.

## Officers could be better informed

Employees need to be kept abreast of and allowed to participate in decisions affecting their organizations. Most officers say they are asked for comments on proposed changes in policy or procedures which may affect their jobs. The Army and Marine Corps officers seem to feel best informed and with the most to say about policies and procedures; Air Force officers feel they are least informed in this area. Also, they generally are lower graded than the other services' military respondents. Some services do not keep officers well informed about how they are performing--most Navy and Air Force officers indicate they never or only occasionally are told how they are doing. In contrast, Army and Marine Corps officers believe they are fairly well informed.

About 90 percent or more of the officers report that their coworkers very often or always do a good job. Responses to some of the other questions, however, indicate that some organizations, particularly the Navy, have problems in proper number and type of well-trained staff. While respondents consider that their individual coworkers do a good job, they believe their offices as a whole may not.

## Cost of manpower and personnel function

PEG and the respondents' views both indicate that the Air Force has the more effective manpower and personnel organizations and the more professional managers. The Air Force also allocates the most resources to the manpower and personnel function for each person served and has more managers at the command level.

To compare the relative differences in resource investment, we asked the services to provide us with the total number of military and civilian personnel working in manpower and personnel positions as of September 30, 1977. We computed the annual cost to the Government <sup>1/</sup> of these personnel, including salary, permanent change of station, retirement, housing, and training costs, as shown below.

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<sup>1/</sup>The cost factors are from the DOD publication, "Average Cost of Military and Civilian Manpower in the Department of Defense," and represent the cost to the Government. They are not comparable to budget cost or to basic pay cost and may be inflated. Numbers of personnel include military officers, warrant officer to grade 0-7 and up, enlisted, and civilians, GS-5 to GS-16 and up.

Servicewide Manpower and Personnel Function

	<u>Military Personnel</u>		<u>Civilian Personnel</u>		<u>Total personnel</u>	<u>Annual cost</u>
	<u>Number</u>	<u>Percent of total</u>	<u>Number</u>	<u>Percent of total</u>		
Army	9,294	69.3	4,122	30.7	13,416	\$347,606,011
Navy	13,909	86.4	2,192	13.6	16,101	359,145,699
Marine Corps	624	74.2	217	25.8	841	23,176,089
Air Force	13,268	82.4	2,832	17.6	16,100	358,510,332
Total	<u>37,095</u>		<u>9,363</u>		<u>46,458</u>	<u>\$1,088,438,131</u>

In fiscal year 1977 the services employed almost 4 million personnel--military and civilian. They thus devote about 1 percent of their people to managing human resources.

Of the total number of employees in manpower and personnel, the Marine Corps devotes relatively more officers to the functions as a percent of the whole, as shown below.

Military Officers Working in Manpower and Personnel

	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Air Force</u>
Number of officers	2,690	1,571	321	2,308
Percent of total	20.1	9.8	38.2	14.3

The Air Force has the lowest ratio of manpower and personnel employees to the population served--one for each 50 active military and civilians working at the Air Force. Navy/Marine Corps and Army, on the average, serve 61 and 82 people, respectively, with each person working in manpower and personnel. The Air Force also has the highest cost per person served--\$442, which is 19 to 39 percent more than the other services.

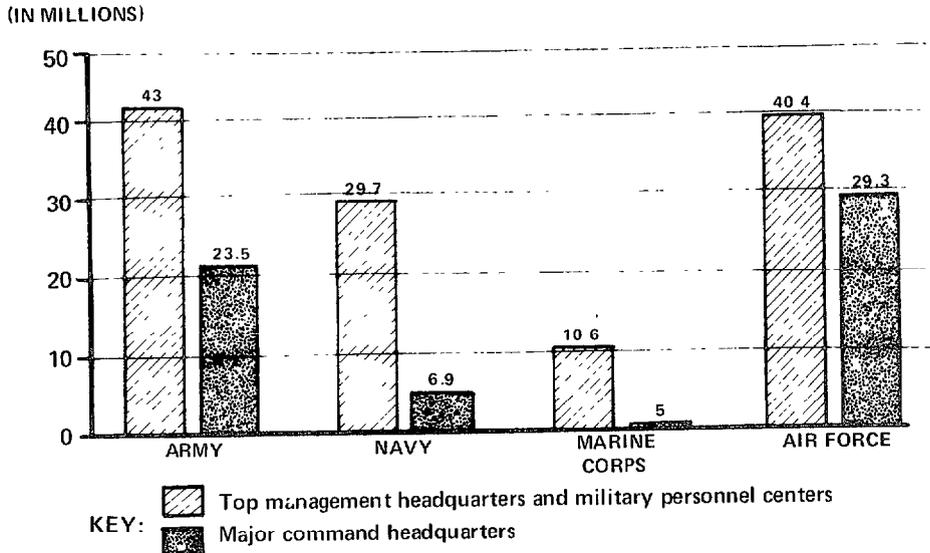
Manpower and Personnel Function

<u>Service</u>	<u>Cost per person served</u>	<u>Number of people served per manpower and personnel employee</u>
Army	\$317	82
Navy/Marine Corps	a/ 372	61
Air Force	442	50

a/Combined because Navy's system partly services Marine Corps personnel.

The services also differ in emphasis placed on manpower and personnel at the major command level. The Air Force places 43 percent of its personnel at the major command management headquarters level, versus the Army's 36 percent, the Navy's 18 percent, and the Marine Corps' 3 percent. Additionally, the Air Force has three military for every civilian manager working at major commands, whereas the Army and Navy have one military for every civilian manager.

ANNUAL COST OF MANPOWER AND PERSONNEL FUNCTIONS (note a)



a/Costs represented show within-service resource allocation, but it should be noted that individuals do not cost the same in each service on an annual basis, although they have comparable grades.

SERVICES NEED TO ESTABLISH BOTH  
 MANPOWER AND PERSONNEL MANAGEMENT  
 AS OFFICER CAREER FIELDS

To develop professional military manpower and personnel managers, the services need to judiciously combine formal training and experience gained in a series of increasingly difficult and responsible assignments. In addition, they need rotation practices which preclude short assignments and provide tenure. These can best be provided within the framework of a formal, planned career field for officers working in manpower and personnel.

## Services' career programs

The Air Force is the only service having full-fledged officer career fields in both manpower and personnel. The Army and the Navy have not established both manpower and personnel as formally recognized and structured career fields. In those services, the officer career fields now available in those functions are still secondary to combat or operational specialties.

The Army has identified two personnel career fields-- personnel management and personnel administration. The former is concerned with the management of people, and the latter focuses on services that support the individual and the organization. The Army has not identified "manpower" as a separate career field specialty for officers. This function is included in an operations and force development specialty, which includes other functions such as war games and which may not be selected as a primary career field.

In April 1978 the Navy created a manpower management career field. Previously both manpower and personnel management were combined in one officer career field. Relatively few officers were associated with the field since there were only about 420 positions Navy-wide which required an officer from it. The Navy terms its manpower management career field a "sub-specialty." The House of Representatives report on the 1978 defense appropriation noted that:

"\* \* \* the Navy would benefit by creating a definite career pattern for personnel to pursue in the manpower area which would of itself be career enhancing."

The Marine Corps has not recognized manpower or personnel management as a discrete career or specialty field. Manpower and personnel duties, as well as administration, are grouped under the adjutant career field, the duties of which are primarily administrative.

Since the Air Force has recognized both manpower and personnel management as separate, formally managed career fields, officers selecting one of these career fields generally have repeat assignments and continued use within a relatively narrow and specialized area.

## Other studies identified need for career fields

A number of the studies discussed in appendix II have recommended that the services create definite career fields

for the manpower and personnel functions. For example, the Defense Manpower Commission recommended that DOD:

"Establish a manpower and personnel management career pattern in each service that will encourage the development of qualified managers, and establish standards of background, experience, and tenure for manpower and personnel management positions."

In May 1977 we reported <sup>1/</sup> on the actions taken by DOD to implement recommendations in the Commission's report. We reported that DOD disagreed with the Commission's conclusion and believed that its manpower and personnel managers were professional. We believe the Commission's recommendation is sound.

#### Other career fields

DOD has recognized the merits of officer career fields in other areas such as procurement and supply management. For example, DOD has stated that successful management of major defense systems requires experienced and competent individuals. To provide these individuals, DOD Directive 5000.23, dated November 26, 1974, requires each DOD component to establish career fields in systems acquisition management. These standards and criteria must be specified.

- Individual qualifications for each grade, including experience, education, and training.
- A career progression plan.
- Assignment tenure sufficient for effective management.
- Opportunities for advancement equivalent to those in operational line and command positions.

DOD has not yet accorded manpower and personnel managers the same career development opportunities granted to the managers of major defense systems.

#### CONCLUSIONS

The success of any military force can be measured only in terms of its ability to fight. However, its effectiveness

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<sup>1/</sup>"What Defense Says About Issues in Defense Manpower Commission Report--A Summary." (FPCD-77-40, May 3, 1977)

as a deterrent force hinges on the effective and efficient use of its available human resources. How well these resources are managed greatly influences the services' ability to meet national security objectives.

The complexities of manpower and personnel management and the increasingly specialized nature of the skills required emphasize the need for professional manpower and personnel management personnel. Current concerns about DOD manpower and its cost make it imperative that DOD manpower and personnel activities be managed by technically and managerially qualified individuals--professionals--at all management levels.

The need for professional DOD manpower and personnel management is well documented. Professionalism, however, does not just happen. Providing individuals with adequate professional qualifications is only part of the answer. Professionalism develops only when management recognizes the need for it and provides the right organizational environment to nurture it. Without a strong commitment by management to professionalism, even the most self-motivated and professional individual can weaken and fall victim to indifference, inefficiency, and lack of commitment.

The services have recognized the complexities of manpower and personnel management, but existing policies and practices do not foster the development of a cadre of professional military managers. Short assignments combined with untrained and relatively inexperienced officers hamper the services' ability to effectively and efficiently carry out their manpower and personnel functions.

Although each of the services has given some recognition to military manpower and personnel career fields, some of the services have not gone far enough to alleviate the effect of traditional officer assignment and rotation practices, which cause turbulence in manpower and personnel assignments. Many of the officers working in the functions believe that service assignment and rotation practices do not contribute to the development of professional manpower and personnel managers and that those assignments officers receive are not career enhancing. In addition, many officers have not received any formal manpower and personnel training, although most officers feel that formal training and/or a background in manpower and personnel is necessary for good job performance. Therefore, to maximize professionalism, the services need to develop officer career fields within both manpower and

personnel management, with appropriate career opportunities to attract, develop, retain, and reward professional managers.

#### RECOMMENDATIONS

We recommend that the Secretary of Defense ensure that the services establish both manpower and personnel management career fields. The career fields should have established standards of background, education, training, experience, and tenure for all manpower and personnel management positions.

At least these minimum standards and criteria should be identified.

- Qualifications for each grade level, including performance, experience, level of training, and formal education.
- Visible career progression plans, including training requirements, professional education, experience, and advancement based on demonstrated performance.
- Assignment lengths should be long enough to ensure effective management and continuity.
- Promotion opportunities should be equivalent to those in other operational command and line positions.

The services should specify certain manpower and personnel positions as the equivalent of command and operational experience and instruct promotion boards to consider such assignments as meaningful, equivalent experience for advancement.

### CHAPTER 3

#### SERVICES NEED TO EMPHASIZE CIVILIAN MANPOWER

##### AND PERSONNEL CAREER PROGRAMS

The civilian manpower and personnel managers working in the military services are key figures in DOD human resource management. The services recognize their role as significant to the success of the All-Volunteer Force and the Total Force Management policy. In addition, passage of the Civil Service Reform Act delegates more personnel management responsibility to the departments and agencies and emphasizes managerial accountability, flexibility, and rewards for good performance. Manpower and personnel management expertise are basic to the act's successful implementation.

Yet, career management for DOD civilian manpower and personnel managers is not as effective as it should be to enhance and reward the professionalism necessary for successful human resource management programs. Development of civilian career programs has been impeded to a great degree by a common misconception about the civilian careerist.

##### CIVILIANS ARE THE MAJORITY OF DOD's MANPOWER AND PERSONNEL MANAGERS

In all the services, except the Marine Corps which is partially supported by the Navy, civilians are the majority of the managers staffing the functions.

##### Officer and Civilian Manpower and Personnel Managers (note a)

	<u>Officer</u>		<u>Civilians</u>		<u>Total</u>
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	
Army	2,690	39.5	4,122	60.5	6,812
Navy	1,571	42.0	2,192	58.0	3,763
Marine Corps	321	59.7	217	40.3	538
Air Force	2,308	44.9	2,832	55.1	5,140

a/ Servicewide as of September 1977. The numbers represent officers in grades of warrant officer and up and civilians in grades GS-5 and up currently working more than 50 percent of the time in a manpower/personnel function.

Note: "Civilian personnel managers" includes all civilian professionals working in DOD personnel, either the Federal personnel or military personnel (GS-205 series) functions.

Civilians not only predominate in the manpower and personnel functions, but, according to a recent Office of the Secretary of Defense (OSD) draft study, as a whole civilian managers have grown in numbers relative to their military counterparts. The study, which defined military officers and civilians in grades GS-11 and up as the management population, pointed out that during fiscal years 1973-77, civilian managers increased 5 percent in DOD, whereas military officers declined 5 percent. Since DOD's policy is to use civilian managers, unless the need for military positions can be demonstrated, that trend is likely to continue in spite of DOD and congressional efforts to control the rise in the civilian average grade and periodic reductions in force.

Civilians are also less costly than their military counterparts. A recent Brookings Institution study pointed out that civilian white collar workers are 20 to 25 percent less costly.

STUDIES HAVE IDENTIFIED A NEED  
FOR BETTER CAREER MANAGEMENT

Numerous studies, by DOD and others, have emphasized inadequacies in DOD civilian training and development and career management. (See app. II.) Although not specifically addressed to the manpower and personnel career fields, some of the studies highlight issues of concern to us in our review.

A 1974 OSD study "Overview of Defense Civilian Manpower Policy Issues," identified issues which, if resolved, could improve the effectiveness of the civilian labor force within DOD. Some issues which were raised follow.

"Certain manpower problems that trouble the military establishment have their counterparts in the civilian establishment, but the problems tend to be reversed. For example, the military is criticized for high turbulence, move costs, and 'ticket punching.' The civilian establishment is at the same time criticized for lack of mobility among its personnel."

\* \* \* \* \*

"The civilian system is an open, job-oriented, decentralized system. Consequently, DOD tends to leave education, career guidance, career development, and career motivation to the individual

employee. This laissez-faire attitude may not be adequate."

\* \* \* \* \*

"Since our civilian system is open and job-oriented we aren't forced to help our civilian employees plan their careers in the same way we are forced to help the military people plan their careers \* \* \* Our policies and practices should be examined to see if we are growing tomorrow's defense planners and managers in the way we should and, if not, whether adopting some of the military practices might be a useful corrective device."

The issues raised by the overview were to be addressed by OSD, but when the incumbent Secretary of Defense left office, the impetus was lost. Only one follow-on study was completed. A 1975 OSD issue paper, "Defense Civilian Training," prepared as a follow-on to the paper discussed above, found that:

1. DOD does not train civilians as much as
  - other agencies do,
  - it trains the military,
  - it says is "mandatory" for DOD civilian career fields.
2. DOD does not really have adequate data to identify who is being trained and why.
3. DOD civilian training deficiencies are the result of a bigger problem--the lack of career management and planning for its one million civilians.

The study recommended establishment of a separate DOD budget program element for civilian training, which was implemented in 1976. The study noted that a "well-thought-out civilian personnel management system could greatly improve the caliber of the work force."

In 1976 a National Academy for Public Administration panel issued a report, "Strengthening Civilian Executive Development in the Department of Defense," which was limited to DOD-wide concerns. The report noted that "the panel believes that Defense management will be improved by narrowing the now wide differences between the two systems [military and civilian]."

Career programs hindered  
by "open system" concept

Traditionally, the services have not emphasized development or career management for DOD civilian managers. Under civil service procedures, civilians can be hired at any grade level; they should be qualified, theoretically, to perform the job for which they are hired. Thus, since the system is perceived to be an "open" one, civilian managers do not receive the high management attention given to military officers; the common perception exists that civilians do not require the intense individual development and management that military officers require.

The 1975 OSD issue paper stated that:

"The development of a carefully structured program for the Defense Department civilian has lagged the military considerably. Largely, this has occurred because of the general Federal practice of hiring to meet a specific skill need. To some extent, the absence in law of specific authority to fund civilian education was an impediment. A degree of benign neglect was also present." (Underscoring supplied.)

The concept of the open civilian career system recurred in most of the DOD civilian professional development studies. Time and again, analysts pointed out that civilians can be brought into the military service organizations at any level. Although the services can hire civilians, they do not hire the majority of their managers from outside DOD.

The civilians work in a "stovepipe" career system. After they are hired into DOD, they tend to remain and advance in a relatively narrow field until they go out at retirement. Only 1 percent of DOD professional and administrative employees above GS-9 resign from DOD. The 1978 OSD draft study, pointed out that over 75 percent of vacancies in GS-11 positions and above are filled from within.

In the manpower and personnel functions, our questionnaire survey indicated that, on the average, civilians working in those functions spent the same amount of time in their respective services--about 16 years--as the military officers. The civilians, however, spent almost all of their careers working in the manpower or personnel function, but the military had not.

In effect, DOD does "grow its own" civilian work force. Just as AVF has had a significant impact on defense human resource management, so, too, does the realization that DOD civilians cannot be taken for granted. Three-fourths of the future DOD civilian manpower and personnel executives are already on board, making their effective development as professionals and managers imperative.

CIVILIAN MANAGERS' PERCEPTIONS DIFFER  
FROM THEIR MILITARY COUNTERPARTS' PERCEPTIONS

One of the most striking differences between civilian and military manpower and personnel managers is that of perception; civilian managers do not assess their jobs, their organizations, or their opportunities as favorably as the military officers do. We found in our analysis of questionnaire results that civilian managers

- almost universally fall behind their military counterparts on the Personnel Effectiveness Grid, a model of organizational effectiveness;
- believe their organizations are not properly staffed to do a professional job;
- feel less challenged on the job than officers;
- feel they never or only occasionally have the opportunity to gain experience for higher level work;
- are not informed of how they are doing on the job;
- receive less supervisory responsibility, although they are more experienced;
- believe strongly that service assignment and rotation practices do not provide the right length and mix of experience for top manpower and personnel managers--more so than the military (The civilian manpower managers believe this most strongly); and
- believe strongly that service assignment and rotation practices do not contribute to the development of manpower and personnel professionals.

The difference in perception between the civilian and military managers is significant, we believe, for the effectiveness of the manpower and personnel functions.

## Factors which affect managers' perceptions

The civilian managers working in DOD's manpower and personnel functions do not appear to find their careers as rewarding as do their military colleagues. We believe there are three primary reasons for this, which are systemic, rather than confined specifically to the manpower or personnel career fields.

1. Civilians generally do not occupy the preeminent positions in DOD, except at the highest organization levels.
2. Civilian rank is in the position rather than in the person, as in the military.
3. Civilians generally are not as mobile as the military.

Both DOD officials and employees we talked with and studies we reviewed pointed out these factors. Since the military primarily occupies top positions and is, as one study pointed out, a "ruling class," civilians usually cannot aspire to higher than deputy or assistant level in their organizations. As noted in chapter 2, military officer career systems are designed and operated on the basic premise that every individual is being groomed for the top job in his or her service; that is not the case for their civilian counterparts. Moreover, most civilians work for military commanders, who tend to think first of the military and not of civilian professional development needs. While difficult to document, the role of DOD civilians as "number two" in their organizations could account in large measure for their differing perceptions. We plan to address the question of the civilian role in DOD in further reviews.

The "rank in position" rather than "rank in person" concept for civil servants may also affect civilians' perceptions about their jobs and organizations. A civilian receives the grade which the job merits, not the grade which he or she merits, whereas a military officer is graded according to carefully evaluated individual merit. Once received, military rank authority is visible, from the uniform, and "portable," since the individual retains it no matter what his or her job.

The new Senior Executive Service for Government careerists GS-16 and above includes a provision for "rank in person" for those who enter. In the Service, there would be no position classification, and individuals would be paid a

base salary plus performance bonuses, if merited. The Service is designed to increase the motivation and mobility of outstanding Federal supergrades.

Lack of career mobility is a third factor which limits the extrinsic rewards (promotions, etc.) available to civilians. Thus, for civilians, stagnation is a problem--the mirror image of military officer turbulence. Lack of mobility was cited by studies and DOD officials as a significant impediment to the successful development and use of high potential civilians. Difficulties cited included motivating employees to attend training away from their home office and recruiting employees for positions requiring moves. Mobility is the key to civilian upward movement in DOD, and existing career management programs focus on this requirement.

Study finds civilians more  
dissatisfied than officers

A 1973 study sponsored by the Office of the Chief of Army Research and Development, "Job Satisfaction in Defense Organizations," found that:

--In noncombat organizations civilians were more dissatisfied than officers.

--A higher degree of dissatisfaction existed at middle-management DOD levels (GS-12 through GS-14) compared to nondefense Government departments.

--Many civilians indicated that they were in dead-end jobs.

Although the study was intended to be solely diagnostic, it did underscore the need for further attention to individuals' psychological needs. The study group pointed out that its study " \* \* \* was especially relevant at a time when the U.S. is making a transition from a drafted to a volunteer military establishment. Modern military organizations must provide sufficient job satisfaction \* \* \*" to attract, retain, and motivate toward goal achievement both uniformed and civilian employees.

Managers indicate problems

Although we did not attempt to measure the actual productivity or effectiveness of the four services' manpower and personnel management, we constructed a PEG using questionnaire results. As discussed in chapter 2, PEG is a model for diagnosing a personnel organization's effectiveness.

PEG results present the probable effectiveness of the services' organizations relative to one another. As illustrated by PEG, <sup>1</sup>/ the civilian components of the Air Force personnel center and headquarters ranked highest and the Navy commands and Navy headquarters ranked lowest relative to other manpower and personnel organizations in program quality. The civilian components ranked lower relative to the military components of the same organization levels in all cases, except for the Army and Navy military personnel centers and Navy headquarters where the civilians ranked higher. (See foldout chart.)

#### Staffing problems

A significant percent of civilian respondents report that their offices are not properly staffed to do a professional job. Twenty-eight percent and 34 percent, respectively, of the Air Force and Army civilian manpower managers and 35 percent and 40 percent of their civilian personnel managers report that their offices never or only occasionally are properly staffed. In the Navy, 48 percent of both the civilian manpower and personnel managers report that their offices are not properly staffed.

In all services but the Marine Corps, more than half of the civilian respondents also indicated that higher level managers are not delegating appropriately to staff. Most respondents, though, do not indicate problems in having enough say about how they do their work or in having to get superfluous approvals. Nor do they indicate that they have too much work to do to be able to do a good job.

Civilians as a whole also appear to feel less challenged than does the military, although most of them report that they can make good on-the-job use of their skills and abilities. Civilian Air Force manpower managers less frequently report that they often can make good use of their skills than Army and Navy civilians and significantly less frequently than the Air Force civilian personnel managers.

#### Little opportunity for developmental experience

Organizations which offer employees the opportunity to advance, to acquire new skills, and to innovate on the job are more effective. A marked difference in perception of

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<sup>1</sup>/See vol. II for details of analysis.



opportunity to gain experience for higher level work is apparent between military and civilian respondents. Most civilians indicate they never or only occasionally have the opportunity to gain experience for higher level work, whereas most military say they do.

Opportunity to Gain Higher Level Experience?

<u>Opportunity</u>	<u>Army</u>		<u>Navy</u>		<u>Marines</u>		<u>Air Force</u>	
	<u>civilian</u>	<u>military</u>	<u>civilian</u>	<u>military</u>	<u>civilian</u>	<u>military</u>	<u>civilian</u>	<u>military</u>
	------(percent)-----							
Never or occasionally	46.5	18.0	44.1	15.6	(a)	17.0	41.4	19.1
Very often or always	31.3	64.6	33.9	68.5		64.2	36.4	64.8

a/Responses included in Navy civilian responses.

Source: Manpower/Personnel Management Questionnaire.

The difference reported by respondents probably springs from the different career systems; military officers assume they are being groomed for upward mobility, and the civilians apparently do not. In addition, officers know they will rotate from their current positions within a certain time, generally 2 to 3 years.

Most civilian manpower and personnel managers in the Army and Air Force feel that their organizations do not make improvements in methods and operations. However, most civilian respondents agreed that higher level managers were often or always interested in better ways to do the work and that they, the employees, were allowed to try innovative techniques.

#### Lack of information

Employees need adequate information to function properly in their organizations. Most respondents said that they were notified in advance of changes in policy and procedures which might affect their jobs. The military appears slightly better informed than civilians. However, Navy civilians report themselves less well informed, and most of them report that they are not asked for comments on proposed changes. Neither civilian nor military manpower and personnel managers are kept well informed of how they are doing in terms of job performance.

Informed of Job Performance?

<u>Informed</u>	<u>Army</u>		<u>Navy</u>		<u>Marines</u>		<u>Air Force</u>	
	<u>civilian</u>	<u>military</u>	<u>civilian</u>	<u>military</u>	<u>civilian</u>	<u>military</u>	<u>civilian</u>	<u>military</u>
	----- (percent) -----							
Never or occasionally	42.9	33.1	40.6	47.5	(a)	25.2	40.6	41.8
Very often or always	32.0	43.9	32.7	27.9		46.7	35.1	31.3

a/Responses included in Navy civilian responses.

Source: Manpower/Personnel Management Questionnaire.

Only in the Army and the Marine Corps do the majority of military managers indicate they get feedback on their performance.

The 1973 report, "Job Satisfaction in Defense Organizations," pointed out that a major area of dissatisfaction for DOD managers was the lack of adequate information, including performance feedback and suggested that some improvements to alleviate dissatisfaction included

"\* \* \* provision of up-to-date information to subordinates, and more participation by subordinates in setting goals and determining methods and procedures."

Fewer are supervisors

At the middle-management level (GS-12 to 14), fewer civilians supervise than do their military manpower and personnel counterparts. <sup>1/</sup> From 30 to 50 percent of the civilians supervise at the mid-management level, compared to about 60 to 80 percent of the military. A higher percent of Navy civilians supervise than do other services' civilians, at both levels. When they are supervisors, the civilians supervise fewer people, as a rule.

CAREER PROGRAMS FOR MANPOWER AND PERSONNEL MANAGERS ARE INCOMPLETE

Career programs for civilians who work in DOD manpower and personnel functions are a fairly recent development.

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<sup>1/</sup>See vol. II for details of analysis.

Employees covered by career programs work in the civilian personnel function only, except in the Army, which also has a manpower career field. The services' civilian personnel career programs exclude employees working in the military personnel function (GS-205 series), of whom there are 635 in the Army and Air Force, alone. 1/

Apparently, the managers do not view those programs as being effective. Most civilian managers responding to our questionnaire feel the rotation and assignment practices of their services do not contribute to professional development--the Navy civilians most strongly. In addition, almost half the civilians believe that their service practices do not provide the right length and mix of experience for their top manpower and personnel managers.

Career program coverage varies

The Army has the oldest of the civilian personnel career programs and the only formal career program for manpower managers, as shown in the following chart.

<u>Manpower and Personnel Career Programs</u>			
<u>Service</u>	<u>Program title</u>	<u>GS series coverage</u>	<u>Formally established</u>
Army	Civilian Personnel Administration Career Field	GS-201, personnel management	
		GS-212, staffing	
		GS-221, position classification	
	Manpower and Force Management Career Field	GS-223, salary and wage administration	1959
		GS-230, employee-management relations	
		GS-235, employee development	
		GS-301, general administration	1973
Navy/ Marine Corps	Civilian Personnel Management Career Field	GS-343, management analysis	
		GS-345, program analysis	
		GS-896, industrial engineering	1967
Air Force	Civilian Personnel Career Plan	Same GS-series coverage as Army's personnel career field	1973

1/ Servicewide as of September 30, 1977. The Navy did not report numbers of personnel in the GS-205 series.

According to Army officials, the Army has made its large investment in civilian career programs because its top management sees a direct relationship between the civilian personnel management structure and Army mission readiness. The career programs function as "locator" systems in times of military buildups and as "placement" systems in drawdowns, allowing better civilian utilization and protecting Army's investment, since people can be retained in the system.

#### Manpower is multidisciplinary

Manpower as an occupation is generally multidisciplinary. There is no specific General Schedule occupational series which designates it. A wide range of professional disciplines were identified to us by the services as concerned more than 50 percent of the time with a manpower function. The series reported ranged from GS-343, management analyst, to GS-1515, operations research analyst, and included GS-560, budget administration; GS-1101, general business and industry; GS-180, psychology; and GS-1301, general physical science. The Army's Manpower and Force Management Career Field is composed almost exclusively of personnel in the GS-343 series, management analyst, although others are included, some by voluntary registration.

#### Career program for manpower managers

The Army instituted its formal Army-wide Manpower and Force Management Career Field in 1973 when it saw a need to develop manpower professionals as specialists apart from the comptroller career field of which they had been a part. Currently, about 1,000 professionals are enlisted in the program, primarily management analysts, but some program analysts (GS-345) and industrial engineers (GS-896) are also registered. Positions GS-5 and up in those series are covered. The career ladder for the field ends at GS-16.

Mobility is encouraged as a route to higher positions; however, short-term promotion may be hindered by experience variety. As the Army regulation for the career field notes, a person specializing within a narrow field may, initially, move up the ladder faster than a person who gains varied experience.

Personnel covered by the Manpower and Force Management Career Field manage military, civilian, and reserve forces. Careerists perform a wide range of manpower management functions, including mobilization planning; manpower management; program evaluation; resource planning and allocation; detailed force structure development; program and budget development, presentation, and execution; requirements determination; force accounting; equipment surveys; development of staffing criteria, standards, and guides; and manpower utilization surveys, among others.

#### Career field training emphasized

Fifty-three weeks of formal training, excluding executive development—such as the Federal Executive Institute and the Industrial College of the Armed Forces—are available to support the Army Manpower and Force Management Career Field. Seven weeks of training are mandatory. Courses offered include Systems and Procedures Analysis, Work Planning and Control Systems, and Standard Time Data. Civilian manpower managers may also attend the recently instituted 3-week Manpower and Force Management Course at the Army Logistics Management Center, Fort Lee, Virginia. Statistics available to career field managers show that, for the first half of fiscal year 1978, civilian manpower managers had attended 207 courses, averaging a little over a week in length.

#### Career programs for personnel managers

As a profession, the management of the Federal Government personnel function is well established, and the community of personnel professionals extends beyond DOD to the Government at large. The Civil Service Commission (now the Office of Personnel Management (OPM)) is the well-spring of the Federal personnel management profession. Knowledge of its functions and policies is the key element in the professional's ability to perform his job. DOD civilian personnel managers are thus part of a larger professional network.

Service career programs differ in operation, with the Air Force career program, the most recent, being the least centralized. Air Force officials emphasize that "nothing really exists now" on an Air Force-wide basis. None of the service programs include managers in military personnel (GS-205 series).

Army's career program has served as a model for later programs. Almost 3,000 employees are enrolled in the program, which operates similarly to the manpower career field discussed earlier. Expertise in at least two personnel functions is required before an employee can attain the full-performance level, generally GS-11. Extensive formal training is available to support individual development plans. The Army is enlarging its pool of centrally funded intern spaces to allow greater management control.

The Navy's Civilian Personnel Management Career Program covers Marine Corps personnel as well. Navy officials consider their career system more open than those of the Army and the Air Force; some civilian personnel vacancies are advertised Government-wide. So that training is consistent Navy-wide, the Navy's Personnel Management Training Academy, established in 1977, offers courses to its civilian personnel professionals. Navy personnel managers also receive cross-training in such areas as automated data processing and budget.

The Navy is reorganizing to bring the management of all its human resources--military and civilian--under the Assistant Secretary of the Navy (Manpower, Reserve Affairs, and Logistics). The head of the civilian personnel function, in October 1978, became the Deputy Assistant Secretary of the Navy (Civilian Personnel). The Navy sees the reorganization as a potentially significant step toward achieving Total Force Management.

The Air Force is also revising its civilian personnel management policies and procedures to facilitate Total Force Management. As part of that initiative, it is implementing 15 Air Force-wide civilian career groups, of which one is personnel/manpower, discussed below. Although the current civilian personnel career program exists primarily at the command level, the Air Force has a Personnel Development Center which offers formal courses in support of the field, as well as an office responsible for central career program administration.

Military personnel managers  
are disfranchised

Notably absent from service civilian personnel career programs are civilians who work in military personnel in the services. These employees are, in effect "stepchildren" in the personnel function, characterized by one official with whom we spoke as "a small, lower level group." However,

under the Total Force Management policy, professionalism of civilians working in military personnel should be of equal concern to DOD as the professionalism of its civilian personnel managers.

The current Air Force initiative, in which it is developing a central civilian career management system to support Total Force Management, recognizes military personnel as a full member of the personnel function. The personnel/manpower career field, one of 15 career groups, will include civilian personnel management; military personnel management; manpower; morale, welfare, and recreation; and education and training.

OSD plays a limited role in  
civilian career management policy

The organization within OSD responsible for DOD civilian career management policy is the Staffing and Career Management Office of the Deputy Assistant Secretary of Defense (Civilian Personnel Policy). It is staffed by two persons. That Office, however, primarily concerns itself with priority placement of employees displaced through reductions in force, drawdowns, etc. It relies instead on the Career Development and Training Office, staffed by one person, to furnish career policy for DOD civilians. The basic document setting forth DOD policy, DOD Instruction 1430.1, Civilian Career Development, is dated September 28, 1955--23 years ago.

OSD is implementing the DOD Automated Career Management System, a computer-based career management system which is an automated central registration file for covered careerists DOD-wide and a central referral and selection system for career field vacancies. We plan to address the effect of such an automated career system on managers and careerists in the near future.

CIVILIANS HAVE MORE EXPERIENCE AND  
TRAINING THAN MILITARY COUNTERPARTS

As numerous studies have indicated, career management for DOD civilians has been a disjointed effort. Yet, although the burden has been on the individual employee to manage his or her own career development, and because the civilian system is a "stovepipe," we found from our questionnaire survey that the civilian manpower and personnel managers

- average more Federal service, and a larger percent of their Federal service has been in the manpower and personnel area than the military;
- have had more and longer manpower and personnel assignments;
- receive more inservice training in manpower and personnel although they have less college or graduate education; and
- are more professionally active than their military counterparts.

#### More experienced than the military

Civilians working in DOD manpower and personnel management provide continuity to those functions. Thus civilian respondents to our questionnaire average longer total Federal service than their military counterparts and have worked much longer in the manpower or personnel area. They average 22 years, whereas military respondents average 16 years total Federal service.

The percent of total Federal service spent in manpower or personnel varies by function. Civilians working in personnel have spent 77 percent of their total Federal career in this area as opposed to 57 percent by civilian manpower managers, 48 percent for military personnel managers, and 45 percent for military manpower managers.

Both military and civilian respondents have been working in their present service 16 years, of which the civilian managers average almost 100 percent working in manpower or personnel, compared to about one-third, 6 years, for military managers. 1/

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1/The Air Force, which is the only service with a manpower/personnel specialty, is an exception to the above in that the officers average more than 9 years working in the area.

### Greater number of assignments

Civilians have had more and longer manpower and personnel assignments than the military. For example, we found that civilian manpower and personnel managers have twice the years of service in their current jobs than the military does, and almost three times the tenure in their current organizations. Civilians also have had more manpower and personnel assignments--eight or more--than military officers, who, except for Air Force officers have generally had from one to three assignments in the area.

### Training viewed as valuable

Civilian managers believe strongly that training or a background in manpower or personnel is needed for good job performance. The majority, 80 percent, of civilian manpower and personnel managers believe that formal training or a background in manpower or personnel is needed. Although military officers agree, they do not feel as strongly about background--only 42 to 62 percent feel formal training or prior experience is very often or always needed. Civilians also report that their coworkers for the most part are trained sufficiently.

Both civilian and military respondents feel that they are more effective on the job because of formal training but disagree as to the impact that training has on promotions. The civilians, regardless of service, are undecided as to training's impact. About one-third of the managers feel that training has little impact, one-third feel that there is some impact, and one-third feel that there is a great impact. The opinions of the Air Force military are similarly divided. However, Army and Marine Corps officers feel that formal training has made them much better prepared for promotions. About half of the Navy officers feel that manpower and personnel training contributes very little.

The 1975 OSD examination of DOD civilian training stated that:

"Military career development concepts are older and more institutionalized while career fields for civilians are embryonic. Adherence to certain portions of career paths--including selected education--is nearly mandatory for success for military personnel, while for civilians, it is usually incidental to success."

More civilians receive inservice training than the military

More civilians receive inservice manpower and personnel training than their military counterparts. Seventy-five percent to 84 percent of the civilian manpower and personnel managers report receiving formal manpower or personnel training. Also, in all services but the Marine Corps, more civilian personnel managers report receiving training than their manpower counterparts--from 11 percent more in the Navy to 21 percent more in the Army.

However, the fewer courses military managers receive may be longer. Although we did not ask respondents to report course length, the 1975 OSD examination of DOD civilian training pointed out that the average training period for the military was 21 weeks, compared to 1-1/3 weeks for civilians.

Not as many civilians take college or graduate manpower and personnel courses on their own time as the military do, except in the Navy where 31 percent of the civilians take courses, but only 20 percent of the military do. Except for the Army, slightly more civilian manpower managers take courses on their own time than civilian personnel managers do.

Civilian manpower and personnel managers do not have the educational background that the military officers have. From 93 to 99 percent of military respondents have earned a bachelor's degree or higher, but only about half the civilian respondents have. The lower level of civilian college education probably stems from OPM qualification standards, which do not require a 4-year-college degree for entry. Military officers generally must have a college degree.

Some subjects could receive more emphasis

Although more civilians receive manpower and personnel inservice training than the military, training could be improved in half of the 23 subject areas from which respondents had to choose. <sup>1/</sup> Both civilian manpower and personnel managers in all the services need to emphasize staffing standards. Other areas in which emphasis is needed for both

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<sup>1/</sup>See vol. II for details of analysis.

groups are productivity, task analysis, and management information systems. Personnel professionals need to emphasize compensation, public administration, computer uses, industrial relations, and report writing.

Cross-training, though favored, is not emphasized

Army and Air Force civilian manpower and personnel managers report receiving less than half the cross-training assignments in areas relevant to manpower and personnel, such as management information systems, that their military counterparts do. Navy and the Marine Corps civilians also receive less cross-training than the military. In addition, Air Force civilian manpower managers receive about half the cross-training experience that civilian personnel managers receive. Except for Marine Corps civilian personnel managers, about 90 percent of all respondents favor such cross-training assignments.

Civilians belong to more professional organizations

Over twice as many civilians as military officers working in manpower and personnel belong to at least one manpower or personnel-related professional society. Air Force civilians report the highest membership rate--39 percent belong to at least one such organization. More civilian manpower and personnel professionals report attending professional society meetings or conferences. Also, more civilian personnel managers report belonging to a professional organization than do civilian manpower managers, and more personnel managers report attending conferences or meetings.

CONCLUSIONS

The civilian manpower and personnel careerists who manage DOD human resources are key elements in the success of AVF, Total Force Management, and Civil Service Reform Act implementation. There are more of them than military officers. They have more experience in the manpower and personnel functions. More of them receive inservice training and are professionally active than their military counterparts. Yet, since the civilian system is perceived to be an open one, career management programs to develop them have not received the emphasis accorded the military in some services. The common perception exists that civilians do not require the intense individual development and management the military

officers require since civilians are fully qualified when they are hired. Lack of effective career programs probably contributes to the less favorable perceptions of the civilian managers.

The existing career programs for civilian personnel managers are not as comprehensive as they could be; civilian managers of military personnel are excluded from participating. Manpower management has not yet been recognized formally as even a civilian occupational field, except in the Army.

The services have recognized the important role of civilian managers and have devoted management attention to civilian career programs. Yet much remains to be done. Viable, complete, and timely career management systems for DOD civilian manpower and personnel managers are a potentially important management tool. When they are successful, both the organization and the individual benefit--the organization from effective utilization of well-developed professionals, and individuals from rewarding and challenging professional careers. Civilians working in the military personnel function, we believe, should be included in DOD civilian personnel career programs, and civilian manpower managers in all the services should be covered by career programs developed for that increasingly important function.

In developing and implementing career programs, however, a balance must be maintained between the rewards to the organization and the individual's rewards. The more negative perceptions of civilian manpower and personnel managers pose serious obstacles to the most effective functioning of their organizations. To alleviate this, the services need to emphasize the individual development aspects of career programs as well as the management information and control aspects. Civil Service reform emphasizes individual career motivation, offering DOD the opportunity to direct serious management attention to developing civilian manpower and personnel managers working in DOD.

OSD has an important role to play in the continuous monitoring and evaluation of career management and development for DOD civilians. Current staffing levels in the Offices of Staffing and Career Management and Career Development and Training limit OSD's ability to fill that role.

## RECOMMENDATIONS

We recommend that the Secretary of Defense ensure that all services establish viable, complete, and timely career management systems for civilians in both the personnel and manpower functions to include employees working in the military personnel function. The career programs should be structured to balance rewards to the organization and to individuals by emphasizing individual development and career progression equally with management information and control.

We recommend also that the Secretary of Defense consider increased emphasis on the role of his Office in the monitoring and evaluation of DOD civilian career management and the formulation of civilian career management policy.

PAST GAO REPORTS WHICH INDICATE  
LACK OF DOD MANAGEMENT EMPHASIS  
ON MANPOWER AND PERSONNEL FUNCTIONS

The effects of DOD's lack of management emphasis on the manpower and personnel functions are evident in this resume of recent reports.

- "The Navy's Advanced Information System--A Personnel Management Information System for the 1980-1990s." (LCD-78-122, Sept. 18, 1978) GAO found that the problem of fragmented Navy personnel resource management had been substantially worsened by erroneous and untimely manpower and personnel data.
- "The Army Can Improve Peacetime Use of Deployable Enlisted Personnel." (FPCD-78-66, Sept. 7, 1978) GAO found that the Army needed to develop plans and guidelines to make the most effective use of garrisoned deployable personnel.
- "Continuous Management Attention Needed for Army To Improve Combat Unit Personnel Requirements." (FPCD-78-61, Sept. 5, 1978) GAO found that the Army's determination of personnel requirements for combat units was not reliable because of weaknesses in basic planning factors.
- "Department of Defense Is Overcompensating Its Foreign Employees." (FPCD-78-64, Aug. 2, 1978) GAO found that DOD was paying more than it should for foreign nationals it employed overseas.
- "Defense's Response to the Issues in the Defense Manpower Commission Report." (FPCD-78-51, July 28, 1978) GAO found that DOD disagreed with or was studying the Defense Manpower Commission's recommendations on military compensation, manpower requirements and management, recruiting, development, utilization, military compensation, and the future of AVF.
- "Need to Better Inform Military Personnel of Compensation Changes." (FPCD-78-27, July 12, 1978) GAO found that military personnel needed to be better informed of how they were affected by compensation or benefit changes.

- In a letter report to the House and Senate Committees on Armed Services (FPCD-78-45, June 2, 1978), GAO reported that the automatic adjustment mechanism used to adjust military pay compounded the problems inherent in the base pay and allowances system.
- In a letter report to the Secretary of Defense (FPCD-78-30, May 24, 1978), GAO reported that the military services' management, policies, and practices of advancing leave to enlisted personnel should be improved.
- "Eliminate Administrative Discharges in Lieu of Court-Martial: Guidance For Plea Agreements in Military Courts Is Needed." (FPCD-77-47, Apr. 28, 1978) GAO found that criminal offenses are often not dealt with under the Uniform Code of Military Justice and that disparities existed in the administration of military justice.
- In a letter report to the Secretary of the Army (FPCD-78-37, Apr. 3, 1978), GAO advised that the Army's planned comparison test of one-station unit training with two-station unit training should be restructured to prevent bias.
- "Reassignment of Senior Military Officers Can Be Managed Better." (FPCD-78-28, Mar. 21, 1978) GAO found that criteria for reassigning senior military officers were not based on systematic analyses.
- "Enlisted Career Force Management Systems: An Evaluation of Department of Defense Comments on a Critical Report." (FPCD-78-20, Mar. 13, 1978) GAO recommended that DOD should take action to quickly bring its career personnel inventory into agreement with planned enlisted force objectives, improve DOD's evaluative capability, and establish a system for setting objectives on a cost/benefit basis.
- "The 20-Year Military Retirement System Needs Reform." (FPCD-77-81, Mar. 13, 1978) GAO recommended that the military retirement system be altered to encourage more effective lengths of careers and mixtures of first-term and career servicemen, to better attract and retain members, and to improve equity and efficiency.

- In a letter report to the House Committee on Appropriations (FPCD-78-17, Feb. 23, 1978), GAO reported that reduced costs could result from establishing consortium agreements which combined services' unproductive Reserve Officer Training Corps programs into single service units.
- "Management and Use of Army Enlisted Personnel--What Needs To Be Done." (FPCD-78-6, Feb. 16, 1978) GAO found that the Army needed an improved working system for managing and using its people as effectively as practicable.
- "Opportunities Exist for Substantial Savings in Administration of Military Skill Training Programs." (FPCD-78-13, Feb. 14, 1978) GAO found that DOD could save millions of dollars a year by requiring the services to increase the number of courses conducted for less than 40 class hours a week to a full 40-hour class week and by requiring the services to use the least costly method of staffing training activities.
- "Additional Cost of the All-Volunteer Force." (FPCD-78-11, Feb. 6, 1978) GAO found that the move from a conscripted to an all-volunteer force caused substantial cost increases.
- In a letter report to the Secretary of Defense (FPCD-78-4, Nov. 21, 1977), GAO recommended that DOD give greater attention to managing training research and development and more fully realizing the benefits of self-paced instruction.
- "Staffing Shortages Within the Defense Audit Service." (FGMSD-78-02, Oct. 31, 1977) GAO found that the staffing level of the Defense Audit Service made it incapable of conducting required audits.
- "Development and Use of Military Services' Staffing Standards: More Direction, Emphasis, and Consistency Needed." (FPCD-77-72, Oct. 18, 1977) GAO found that, except for the Air Force, the services had been slow in developing staffing standards, let alone using them.
- "Urgent Need for Continued Improvements in Enlisted Career Force Management." (FPCD-77-42, Sept. 29, 1977) GAO found that the services could do much more to improve enlisted force management.

- In a letter report to the Secretary of Defense (FPCD-77-74, Sept. 1, 1977), GAO reported that overpayments were being made to survivors of military personnel due to DOD regulations which did not agree with the current law.
- In a letter report to the Secretary of Defense (FPCD-77-73, Aug. 30, 1977), GAO reported that responsibility for the management of Navy automatic data processing (ADP) personnel was fragmented and there was no central guidance or direction on how to staff or structure ADP organizations.
- "Personnel Ceilings--A Barrier to Effective Manpower Management." (FPCD-76-88, June 2, 1977) GAO concluded that Federal manpower management could be improved by employing the most appropriate type of personnel resources for specific circumstances.
- "Determining Requirements For Aircraft Maintenance Personnel Could Be Improved--Peacetime and Wartime." (LCD-77-421, May 20, 1977) GAO found that improved requirements determination systems could reduce the services' peacetime maintenance personnel costs considerably.
- "A Need To Address Illiteracy Problems in the Military Services." (FPCD-77-13, Mar. 31, 1977) GAO found that the Secretary of Defense needed to develop a comprehensive manpower and personnel policy to effectively address the continuing illiteracy problem.
- In a letter report to the House Committee on Armed Services (FPCD-77-34, Mar. 31, 1977), GAO reported that DOD's semiannual report on enlisted personnel pay bonuses needed certain structural changes to improve its usefulness.
- "Reserve Officer Training Corps Management Deficiencies Still To Be Corrected." (FPCD-77-15, Mar. 15, 1977) GAO found that there was room for improvement in management of the Reserve Officer Training Corps.
- "Pacific Fleet Headquarters Efficiency Can Be Improved Through Consolidations." (FPCD-76-98, Feb. 4, 1977) GAO found that there may be better ways for the Navy to organize its Pacific Fleet headquarters.

- "Millions Being Spent To Apprehend Military Deserters, Most of Whom Are Discharged As Unqualified for Retention." (FPCD-77-16, Jan. 31, 1977) GAO found that in 1975 and 1976 the military classified as deserters about 84,000 people who were absent from duty for more than 30 days. The military spent almost \$58 million to apprehend and process these individuals only to discharge most of them as unqualified for retention, in many cases shortly after their return.
- "Need for Improved Headquarters Personnel Accounting--Navy Pacific Fleet." (FPCD-76-93, Nov. 17, 1976) GAO found that the Navy understated the numbers of personnel performing management headquarters functions.
- "Improvements Needed in Defense's Efforts to Use Work Measurement." (LCD-76-401, Aug. 31, 1976) GAO found that the services were not providing sufficient management emphasis to realize the potential of work measurement as a management tool.
- "Rotation Policies and Practices Have Been Changed for the Better--But Room for Improvement Remains." (FPCD-76-45, Apr. 22, 1976) GAO concluded that DOD and the services could reduce the amount and cost of overseas movement through improved management of personnel rotation policies and practices.
- "Changes in Navy Ship Overhaul Practices Could Improve Fleet Capability and Crew Effectiveness." (FPCD-77-76, Apr. 8, 1977) GAO found that the Navy could improve the manning of its ships at sea and make better use of skilled sailors if it would selectively reduce ship crews kept aboard ships undergoing lengthy overhauls.
- "Job Opportunities for Women in the Military: Progress and Problems." (FPCD-76-26, May 11, 1976) GAO found that, although the services had essentially opened all noncombat jobs, women were not being assigned to all of them; that some women had been assigned to jobs with requirements that kept them from working effectively; and that no standards had been established for measuring women's strength, stamina, and abilities.

PRIOR STUDIES CONCERNED WITH THE PROFESSIONALISM  
OF OFFICERS AND CIVILIANS WORKING IN  
MANPOWER AND PERSONNEL

A number of prior studies have identified the need for increased technical competence and professionalism of DOD military manpower and personnel managers. Generally these studies recommended that the services lengthen assignments and develop additional expertise by establishing manpower and personnel management officer career fields. Studies which addressed civilian career development have recommended greater emphasis on DOD civilian career management.

MILITARY MANPOWER AND THE ALL-VOLUNTEER  
FORCE (THE RAND CORPORATION,  
SEPTEMBER 1977--A REPORT PREPARED FOR  
THE DEFENSE ADVANCED RESEARCH PROJECT  
AGENCY)

This report discusses the All-Volunteer Force and its implications for defense national objectives. It offers an analysis of AVF and the factors that led to the removal of the draft, the experience from the first few years without conscription, and the longer run prospects for the volunteer force.

The report stated that, although the military services have made substantial progress in adjusting to an all-volunteer force, the full potential of AVF will be nearly impossible to realize unless some basic management tenets are revised.

"Can the current system of career management be expanded to encourage a wider variety of career paths and career lengths? An alternative approach would be to develop a 'two-track' personnel management system, whereby 'technically' qualified personnel not desiring or qualified to take on more management responsibility could remain in the 'technical' track. Those qualified for and desiring further management responsibility would follow the 'management' track."

\* \* \* \* \*

"The frequent rotation of senior military officials may have provided disincentives for effecting the kinds of changes that will be required if the

military is to successfully compete in a volunteer environment. These short tours may also lead to nearsighted personnel planning. The planning horizons may be restricted to the short period of time senior management personnel are in a given job. Admiral Hyman Rickover noted that such short tours provide '\* \* \* a system for evasion of responsibility.'"

NAVY MANPOWER AND PERSONNEL  
MANAGEMENT STUDY (NAVY STUDY  
GROUP CHAIRED BY VICE ADMIRAL  
(RETIRED) R.S. SALZER,  
NOVEMBER 30, 1976)

In August 1976 a study group chaired by a retired Vice Admiral was set up to evaluate the efficiency of the Navy's manpower, personnel, and training management.

Among other things, the report stated:

"The Navy does not have a specific career field for manpower or training managers. As a result, there are relatively few people with broad expertise in these areas \* \* \*. Some sub-functions within these areas require a high degree of technical competence in quantitative analysis and industrial engineering. However, formal training and education in these disciplines, as they relate to manpower management, are not now conducted by the Navy. The fact that there are few repeat tours in these areas tends to exacerbate this problem since the experience level of most individuals working in these areas ranges from zero to three years. Lack of personnel with either formal training or previous experience adversely affects the efficiency of the management process."

\* \* \* \* \*

"There is an inadequate familiarity with civilian manpower and personnel management problems within the military chain of command. Follow through and increased familiarity with civilian problems are essential for establishing accountability for execution of plans."

FORCE STRUCTURE AND MANPOWER  
MANAGEMENT STUDY (GENERAL RESEARCH  
CORPORATION, OCTOBER 1976)

General Research Corporation conducted a 1-year study project under the guidance of an Army Staff Steering Committee Working Group with the overall objectives of:

- Recommending and assisting in implementing near-term improvements to the Army manpower management system.
- Recommending long-term improvements to that system.

The project was to address the organization, procedures, and automated systems for managing military and civilian manpower at the headquarters level.

The study stated:

"There is a need for an up-to-date Manpower Programmer's Handbook covering responsibilities and relationships of organizations involved with manpower management, and the functions of the various categories of personnel involved."

\* \* \* \* \*

"A formal training/orientation program is needed for newly assigned personnel to introduce them to an extremely complex system and to make them more effective earlier in their tour of duty."

\* \* \* \* \*

"Perhaps an officer career field should be established for 'Manpower Management.'"

The study also recommended that a handbook and training courses be developed.

DEFENSE MANPOWER: THE KEYSTONE OF  
NATIONAL SECURITY (DEFENSE MANPOWER  
COMMISSION, APRIL 1976)

The Defense Manpower Commission, created in November 1973 by an act of Congress, was mandated to conduct a broad and comprehensive study and investigation of DOD manpower.

The Commission's report, issued in April 1976, contained numerous conclusions and recommendations, some of which were in response to the question:

"Are manpower and personnel organizations staffed with knowledgeable, experienced, and professional individuals with sufficient tenure?"

The Commission concluded that:

"Persons filling senior manpower positions often lack background or training to fill those positions. In addition, there is no organized procedure to help such individuals make up for these deficiencies once they are on the job."

\* \* \* \* \*

"DOD has recognized the complexity of manpower and personnel, but existing policies preclude the development of professional executives. Most executives stay on a particular job for only short periods."

The Commission recommended that DOD:

"Establish a manpower and personnel management career pattern in each Service that will encourage the development of qualified managers, and establish standards of background, experience, and tenure for manpower and personnel management positions."

STRENGTHENING CIVILIAN EXECUTIVE  
DEVELOPMENT IN THE DEPARTMENT OF  
DEFENSE (NATIONAL ACADEMY OF PUBLIC  
ADMINISTRATION, MARCH 1976)

A special panel of the Academy was asked to recommend a better civilian executive development system for implementation throughout DOD. The panel concluded that significant advances in civilian executive development had been made so it undertook to identify additional improvements. The panel made 11 recommendations, among which were to:

- Establish a DOD-wide executive manpower data system.
- Conduct executive development orientations for military and civilian executives in DOD.

- Increase civilian quotas in management programs at DOD schools.
- Strengthen and expand career development programs.
- Establish programs to ensure the professional and technical competence of executives.

The panel stated that throughout its inquiry it confronted the basic organizational problem of how best to improve coordination of military and civilian manpower planning and management at the executive level. It did give consideration to forming a joint military-civilian executive service but decided to table the issue.

CIVILIANS IN DOD: THEIR PRO-  
DUCTIVITY AND COMPENSATION  
(DOD PROGRAM ANALYSIS AND  
EVALUATION, MANPOWER RESOURCES  
DIVISION, NOVEMBER 1975)

DOD analyzed productivity and compensation of its civilian work force and reported the results in a November 1975 report.

DOD found that:

- Its productivity increase rate compared favorably with the rest of the Federal Government.
- The record for compensation comparability was mixed. In the middle management sector, salary comparability policies seemed to be working well. However, blue collar workers were above salary comparability; top management was below.
- There was some hard evidence that suggested there are problems in motivation, productivity, effectiveness, and job satisfaction in the middle-management area.

The report suggested that:

- A well-conceived, integrated, and dynamic productivity program for the support structure should be established.
- More attention should be paid to civilian education, tenure, promotion policies, and job enhancement.

--DOD should attempt to improve civilian motivation, productivity, effectiveness, and job satisfaction for the middle management group.

DEFENSE CIVILIAN TRAINING (OFFICE  
OF THE ASSISTANT SECRETARY OF  
DEFENSE, PROGRAM ANALYSIS AND  
EVALUATION, MANPOWER RESOURCES  
DIVISION, JUNE 3, 1975)

In this report OSD examined civilian training within the Department. It found DOD civilians were not trained as much as other agency civilians, as much as the military, or as much as civilian career field regulations said was mandatory. Defense did not have adequate data to identify who was being trained and why, and training deficiencies were judged to be the result of a bigger problem--lack of career management and planning for DOD's civilians. Civilian career fields were judged to lag the military in the percent of the eligible population covered and in the effectiveness of career field management. Civilian adherence to career patterns appeared sporadic and almost incidental to success, whereas military adherence to career patterns was nearly essential to promotion.

The report recommended that a separate budget program element for civilian training be established and that civilian training funds be separately identified, approved, and monitored in command budgets. The report went further to say that there were such disincentives to training civilians that improvements should be made to the whole civilian personnel system before increased benefits from civilian training could be expected.

MANPOWER MANAGEMENT STUDY  
(U.S. ARMY TRAINING AND DOCTRINE  
COMMAND (TRADOC), JANUARY 1975)

The purpose of this 1975 study was to assess the Army's manpower management policies and procedures.

The study stated that:

"There is not a formal course of instruction for Manpower and Force Development personnel (civilian or military) that covers the entire operation of manpower management. Personnel are trained by on-the-job training and then only in the specific position to which assigned. This

type training adds to problems of parochialism, narrow orientation, and lack of knowledge of the complete Manpower and Force Development system."

TRADOC concluded that, as opposed to personnel management, manpower management was a disjointed process which had no planned track of development and career progression. Two primary weaknesses existed.

1. There was no firm track to identify specialized skills and training needed in the manpower requirements and management process.
2. Once skills were identified there was no systematic provision for job training.

The study recommended that appropriate training courses be established immediately--a 3-week introductory course and a 4- to 8-week intermediate course.

JOB SATISFACTION IN DEFENSE  
ORGANIZATIONS (OFFICE OF THE  
CHIEF OF ARMY RESEARCH AND  
DEVELOPMENT, SEPTEMBER 1973)

This 1973 study was undertaken to investigate the motivational determinants of DOD employees' work behavior and to determine their attitudes regarding job satisfaction.

The study identified areas of concern for human behavior in modern military organizations, since human requirements are moving in the direction of knowledge and trained skills and away from physical strength and rough skills and since military manpower is now a scarce resource.

The study group found that:

- In comparing results of the DOD study with data on managers from other large Government departments, it was noted that officers and civilians in DOD management jobs reported a higher degree of dissatisfaction at the middle-management levels (colonel, lieutenant colonel, GS-15, GS-14, and GS-13), a lower degree at the bottom-management levels (lieutenant, GS-7, GS-8, and GS-9), and a mixture of the two at the other levels.
- Officers in noncombat organizations were more dissatisfied than officers in combat organizations.

--In the same noncombat organizations, civilians were more dissatisfied than officers.

--Dissatisfaction stemmed particularly from deficiencies in the following areas:

1. Worthwhile accomplishment.
2. Self-fulfillment (able to use one's own unique capabilities, realizing one's potentialities).
3. Opportunity to participate in setting goals.
4. Opportunity to participate in determining methods and procedures.
5. Being kept informed.
6. Opportunity for personal growth and development.
7. Self-esteem from the individual's point of view.
8. Opportunity for independent thought and action.
9. Opportunity for advancement.

The study concluded that there was a clear need for more attention to the psychological needs of individuals at all levels in DOD agencies and that the ultimate goal was to organize the military work environment so that individuals would achieve a high sense of fulfillment and productivity.

EVALUATION OF CIVILIAN CAREER  
MANAGEMENT IN THE DEPARTMENT  
OF THE ARMY (CIVIL SERVICE COM-  
MISSION, AUGUST 1973)

The Bureau of Personnel Management Evaluation (BPME), Civil Service Commission, reviewed the Army's Civilian Career Management System in 1973 to determine if it complied with policy requirements and to assess program effectiveness.

The BPME report stated:

"The Career Management System which Army officials have developed and modified over the past 15 years has been innovative and broad in scope. \* \* \* There are, however, some very significant unmet needs. These greatly impair the effectiveness of the career management program and warrant management attention."

BPME recommended that:

- The system be redesigned to conform with Federal merit promotion requirements.
- The Army delegate more authority and accountability to the local level.
- The Army provide for staff level planning, advisory, and evaluation activities.

UP WITH PEOPLE--STUDY OF THE ARMY'S  
PERSONNEL SUPPORT SYSTEMS AND SERVICES  
(PERSONNEL SUPPORT SYSTEM STUDY GROUP,  
DEPARTMENT OF THE ARMY, FEBRUARY 1973)

In June 1972 the Army Chief of Staff directed a study of the worldwide Personnel Support Systems. The study group was to evaluate the Personnel Support System to ensure that it best met the Army's requirement both for then and in the future.

This report stated:

"Many officers serving in personnel positions from battalion to Army Headquarters level are inadequately trained and experienced to perform their required duties. For these well-intentioned 'amateurs' in the highly complex business, the Army pays a stiff price."

"It is a fallacy to believe that 'command' experience qualifies an officer to know personnel. He may have experienced 'personnel' problems, but he will not become a 'professional' in personnel without serious training and study."

The study group recommended, among other things, that:

- Personnel be established as a viable, dynamic, and highly professional career field.
- Appropriate training be provided in personnel matters.

- Assignments of officers in the career field be carefully monitored to ensure that they acquire experience in lower level positions before being given high policymaking responsibilities.

REPORT TO THE PRESIDENT AND THE SECRETARY  
OF DEFENSE ON THE DEPARTMENT OF DEFENSE  
(BLUE RIBBON DEFENSE PANEL, JULY 1, 1970)

The Blue Ribbon Defense Panel was appointed by the President and the Secretary of Defense in July 1969 to study DOD organization and management. Its July 1970 report said:

"The promotion and rotation systems of the military services do not facilitate career development in the technical and professional activities. Officers are rotated among assignments at much too frequent intervals. This leads inevitably to deficiencies in management. Officers assigned for such limited periods simply cannot acquire a knowledge of the work, become familiar with the qualifications of the people, make plans, set goals, and push the work ahead. Under existing conditions in which technical and professional areas other than commanding men have become of increasing importance, the services' current rotation policies are counter-productive."

The report recommended that:

- Specialist careers be established for officers in staff, technical, and professional fields.
- The duration of assignments be increased. Officers continued in these assignments should not be penalized in opportunities for promotion.

STUDY ON MILITARY PROFESSIONALISM  
(ARMY WAR COLLEGE--JUNE 30, 1970)

The Chief of Staff, in April 1970, directed the Army War College to assess the Army's professional climate, identify any problem areas, and formulate corrective actions.

Among other things, the report stated:

"There is no doubt but that there is a climate in which 'doing certain jobs' takes precedence over developing expertise. Officers go to unbelievable

lengths to get the 'tickets' punched which are needed for promotions and schools. They believe that to succeed, one must command."

\* \* \* \* \*

"A scenario repeatedly described was that of a transitory commander who was technically incompetent."

\* \* \* \* \*

"Given the emphasis on 'generalists' rather than 'specialists,' the spectrum of normal duty assignments is so varied that it is difficult to be well prepared."

Some of the report's recommendations were for the Army to:

--Provide stability in assignments.

--Place emphasis on development of expertise.

--Remove from officer career patterns the requirement that to advance they must command as well as serve on high-level staffs.

--Ensure that promotion boards receive instructions which are compatible with announced career pattern policies so they do not effectively validate 'ticket punching' as the unique route to rapid promotion.

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