

Army Management Staff College

The Case for an Integrated Resource Analyst

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ABSTRACT

Dollars, Manpower, People. These are the fundamental building blocks for the world of resources in the US Army. Today's resource environment is highly complex and interdependent, and knowledgeable resource managers must be more than just budgeters - they must be able to manage all resources together to successfully support the Army's mission. This successful execution of resources is reliant upon understanding, cooperation, and synergy between these three foundations. The intricate interdependency of dollars, people, and manpower supports the proposal for a well-rounded, cross-trained Integrated Resource Analyst, and is a necessary step in the progress toward the successful execution of the assets entrusted to the US Army by the American taxpayers. It is appropriate that the requirement for this mix of skills and talent be formalized in the separate classification designation of Integrated Resource Analyst.

I. Introduction.

“The Army’s mission is to fight and win our Nation’s wars by providing prompt, sustained land dominance across the full range of military operations and spectrum of conflict in support of combatant commanders.”

The Army mission statement above is why the Army exists. To accomplish its mission, the Army must be able to harness its resources in the most efficient and effective way. The wars in Iraq and Afghanistan strain the Army’s resources daily. Modularity and Transformation challenge Army leaders to build the Objective force of the future – a force that will look, as well as be, significantly different. The Army must have resource analysts and managers that can match the new Objective force in versatility and agility. Formally, the Army defines four FY07 budget themes in a briefing entitled “Army FY07 Budget Overview” by MG Edgar E. Stanton III, the Director of the Army Budget (retrieved on 26 September 2006 from <http://www.asafm.army.mil/budget/fybm/FY07/overview.pdf>). Those themes are: Win the Long War; Sustain the All-Volunteer Force; Accelerate the Future Force Modernization Strategy; and Accelerate Business Transformation and Process Improvements. Army resource managers today are having to learn how to integrate disparate resources to meet those Army themes; build, fund, deploy, and sustain the new Combat Brigade Teams; and support the Army’s new combat systems and evolving missions.

Resources become scarcer each year, and the Army must fight for its share of those scarce resources. With the Federal deficit currently projected at \$260 billion (Deficit Estimate Drops to \$260 billion, Committee on the Budget, US House of Representatives Press Release, August 17, 2006), Congress must allocate finite dollars to the wars in Iraq and Afghanistan as well as to the Katrina/Rita hurricane recovery on the Gulf Coast. Resources continue to become

more complex and must integrate many competing priorities. Not only is today's Army an Army at war, but it must balance the war expenses with the transformation costs of Modularity, rebalance the Army between Active and Reserve, take care of installations that have been chronically underfunded for years and where the infrastructure is backlogged with needed repairs, fund the upcoming BRAC restructuring, and develop/field the weapons systems for the future combat systems and continue to transform the Army. It takes a unique set of skills within an individual to juggle these competing priorities and manage resources to optimize dollars, people, and manpower for the high priority missions of the Army, and still be "fair" to the sustaining base and soldiers when they are at home stations.

Civilians have become the centerpieces in retaining the institutional knowledge needed to perform the multifaceted support functions of the Army. The National Defense Authorization Act of FY2004 gave the Department of Defense permission to assign active duty military tasks to federal civilian employees, thereby freeing the military service members for other assignments and to be available to perform military essential tasks (Military to Civilian Conversion Program webpage, <http://cpolwapp.belvoir.army.mil/mil/mil-civ/index.html>). This freed up military manpower to support Army Transformation and man the new combat brigades created under Modularity. Civilians are in the forefront more than ever, and it is appropriate that they are recognized for the cross training required and the capabilities they are called upon to demonstrate across career programs. The appropriate avenue to do this is with a separate career classification that recognizes these emerging job requirements – an Integrated Resource Analyst.

Before discussing resources further, it is important to first define them. The Merriam-Webster dictionary defines resources as:

“1 a : a source of supply or support : an available means -- usually used in plural b : a natural source of wealth or revenue -- often used in plural c : a natural feature or phenomenon that enhances the quality of human life d : computable wealth -- usually used in plural e : a source of information or expertise.”

For the Department of Defense, there is no formal definition of “resources” in its primary financial guidance document - the DoD Financial Management Regulation. For the Army, its field manuals and regulations use the term resources to include different areas at different times. FM 100-11, Force Integration, uses the word “resources” no less than 200 times. As an example, it includes various items as “resources” in different contexts, including: mobilizing units, manpower, and materiel (para 1-15); time, money, people, materiel, technology, and information (para 1-18d); structure, personnel, equipment, funds, and facilities (para 4-6e); and structure, people, equipment, dollars, facilities (para 5-5). These are just a few samples from the field manual.

Webster’s first and last definitions relate to Army resources, and although many areas are included in the various definitions of resources, for these purposes it can be proposed that others flow from the fundamental three resource areas of people, dollars, and manpower/force management. Dollars are the financial resources given to the Army by Congress. People are the military and civilian employees who work for the Army (contractors, although often referred to as part of the one Army Family are not included in this discussion). Manpower and force management focuses on the identification of requirements for people (and equipment) needed to perform the tasks of an organization, and allocation of authorizations within the Army’s constrained resources.

II. Career Programs

If civilians are the focus of this examination, then the civilian career programs are the

starting point for analysis. The three career fields to be examined are Career Program (CP) 10 (Civilian Human Resource Management), CP 11 (Comptroller) and CP 26 (Manpower and Force Management). Army career programs are the management system developed to help the Army meet its personnel needs in professional, technical, and administrative areas. They are involved in recruitment, training, professional development, career management, and placement of individuals. AR 690-950, Career Management, delineates the role of the career programs in the Army, and is the document that formally establishes and allows the central funding of intern programs. The Army Civilian Training, Education and Development System (ACTEDS) is the mechanism through which Army interns are recruited, trained, and placed. The career programs also manage and centrally fund developmental training for their careerists.

What do the three career programs look like in terms of their careerists? It is interesting to note there is a much larger number of CP-11 (Comptroller) careerists than those in the other two career programs combined. This could be one of the reasons that most individuals think of financial and dollar assets when discussing resources – sheer numbers of those involved in those processes.

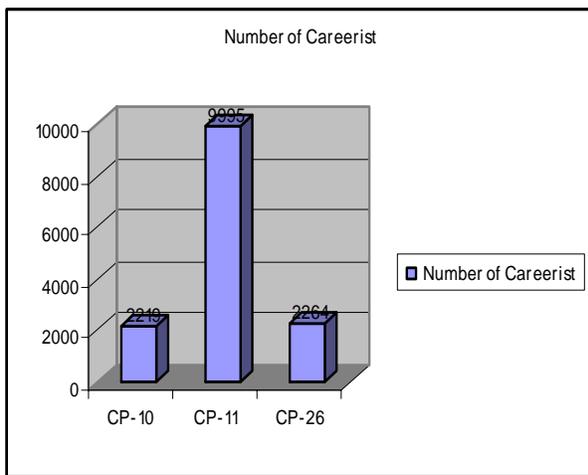


Figure 1

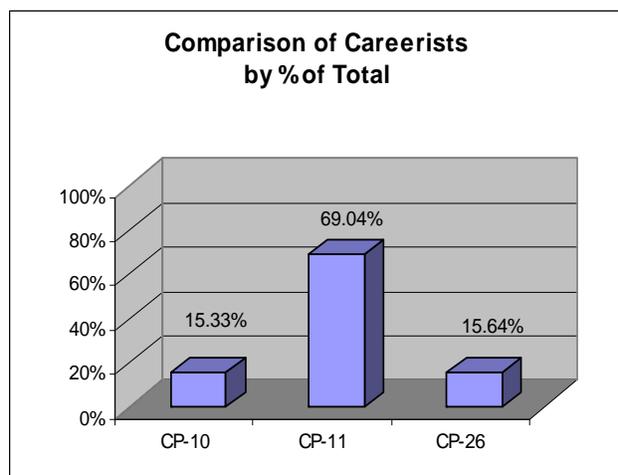


Figure 2

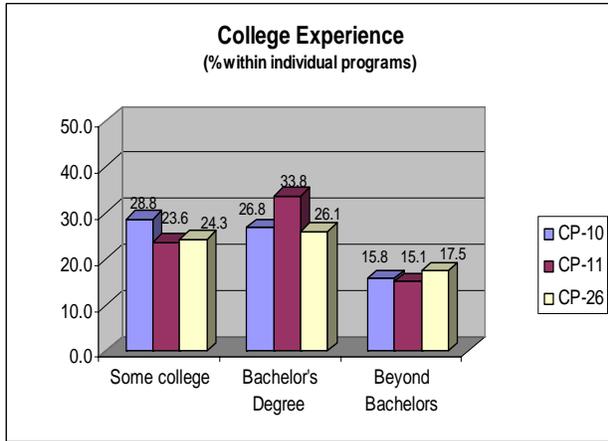


Figure 3

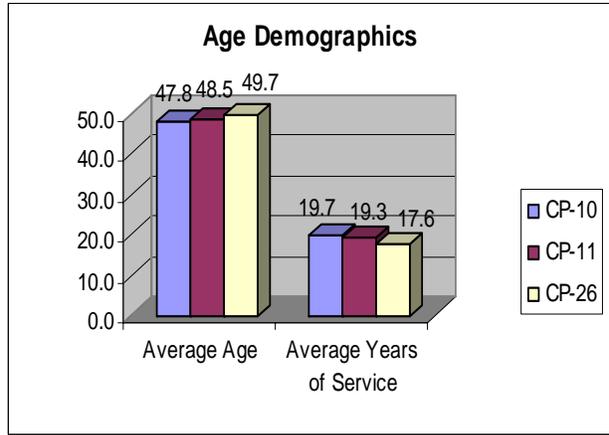


Figure 4

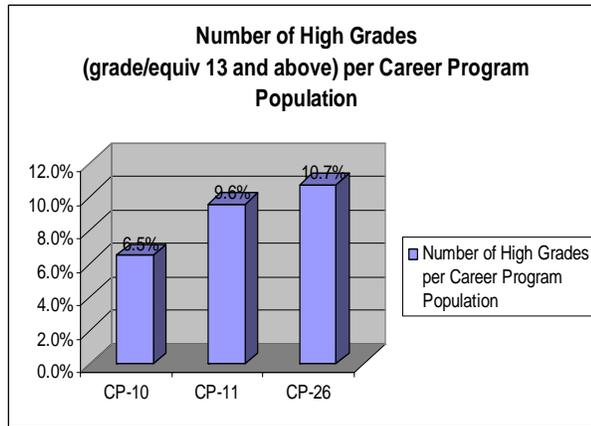


Figure 5

An examination of the demographic data shows a very similar workforce across the career programs. Each looks alike across college experience and age, supporting an assumption that most careerists from one program could adapt and work in the other disciplines without expecting to need vastly different educational experience or age requirements. (The data to prepare the analysis and demographic presentations was supplied by Mr. Ray Smith, a contractor on Lockheed Martine Software Development Analysis Staff working for the Army G1. Data was retrieved from the Defense Civilian Personnel Data System (DCPDS) on 6 September 06.)

Another important area to examine when evaluating the development of talents across career programs is training. In order to make the case that a specific classification designation should be created to recognize positions that require talents across the three career programs, an evaluation of whether individuals currently receive those skills through formal training should be made. To evaluate the current state of inter-relationship between the resource career programs, an examination of their core training courses will help identify if there is already cross-training occurring among careerists. Table 1 is a matrix that identifies the core training courses required in each career program as found in their individual ACTEDS manuals. Although the matrix is not all-inclusive in its listing, it includes the major training events for interns and other careerists. It identifies areas where there is cross-training currently available, and where there are gaps between the programs. Table 1 demonstrates that although there is some cross-training occurring between the programs, it normally occurs for all three only across the intern development and leadership development areas. None of the technical competencies are required by all three career programs.

There are other venues for careerists to receive cross-training. The new Civilian Education System will be an opportunity for cross-training, although its goal is not specific training for civilians in just the resource arena. The Office of Personnel Management (OPM) has the highly regarded Management Development Centers that offer not only leadership and management training opportunities, but technical classes in all three resource areas and are available to all government employees that meet the eligibility requirements.

(See excel spreadsheet:

Table 1. Analysis of Core Training Courses by Career Program)

Today the career programs have already begun to recognize their interrelations, if not dependency, between each other. There have been discussions broached over the years on the possibility of consolidation between CP-11 and CP-26. CP-10 overtly addresses the issue of a joint relationship in their ACTED manual. “Civilian Human Resource Management professionals must also gain knowledge in closely associated fields such as manpower and resource management, equal employment opportunity,” (CP10 ACTEDS Plan, Section I, Introduction)

III. Case Study – INSCOM Civilian Pay Tiger Team

When the functional managers of all the resource components that make up an organization’s management resource processes cannot or do not work together, major issues can arise. The following case study demonstrates the complications when there are disjointed business processes in the resource arena.

The US Army Intelligence and Security Command (INSCOM) is a direct reporting unit to the Army G2. It is a worldwide organization that provides critical, multidisciplined intelligence, counterintelligence, information warfare, and support to the Army. As a member of the intelligence community, INSCOM is resourced through both the Army and the National Intelligence Program (NIP). Resources flow to INSCOM from Army and from DoD organizations such as the Defense Intelligence Agency, the National Security Agency and other national level organizations, each having its own manpower system and financial distribution means. The management of these various systems becomes more complex as they do not interface with each other or the Army manpower and financial systems. There is no reconciliation of these databases, and that has led to disconnects in the data over the years between the Army’s and Defense agencies systems. This complicates the coordination between

the force management and fiscal resourcing systems at the organizational level.

In August 2004, the INSCOM Chief Information Officer was tasked to investigate the resource management processes that were preventing INSCOM managers from linking pay with on-hand personnel strength and the actual authorization documents for the organization. There were many disconnects in the process:

- * On hand personnel strength was being augmented by the addition of permanent overhires, increasing the cost of civilian personnel without additional funding. Mission dollars were being used to supplement the costs when hirelag dollars (dollars going unused when civilian authorizations remain unfilled) were not available.

- * An appropriation shortfall in civilian pay dollars per civilian authorization had gone unidentified for many years, compounding the difficulties in appropriately funding the on-hand civilian workforce.

- * There were disconnects and disagreements in how civilians were accounted for by the different units throughout the organization.

- * The various databases of record that resourced the intelligence programs through the NIP had different numbers for authorizations than the Army systems. This created a fundamental conflict between the manpower documentors and the Army systems they use, and the budget and programmers who had to account to the NFIP programs that control those resources.

A Tiger Team was chartered by the INSCOM Chief of Staff to investigate these issues, and included representatives from the INSCOM staffs of the G3 (Force Development), G1 (Personnel), RM (Budget and Manpower), G6 (Information Management), G4 (Logistics), and

the Strategic Management Information Office. They met for almost a year to understand the issues, delineate the business processes involved, and to work through the financial challenges presented. Those challenges included the multiple funding sources, the appropriation shortfall in civilian pay, deconflicting the disconnects between the various NIP and Army programs, integrating the resourcing processes to support increasing civilian strength over and above the authorization levels (permanent overhires).

The team developed a problem statement, gathered information, documented the business processes involved, developed an understanding of the flow of information and the problems involved, evaluated technology solutions, and prepared a series of recommendations for senior leadership. Solutions were recommended in all three resource areas, although it is beyond the scope of this examination to delve further into the specific recommendations.

Could the problems discussed above have been prevented by a multi-trained Integrated Resource Analyst? At a minimum, the issues may not have gone as many years without problem identification and would not have been as complicated and involved as many people to eventually bring the processes involved under control. This case study demonstrates the vital need for managers at the senior level who can understand the various issues and systems involved in complicated resourcing problems such as described here, and who can bring together in one place the expertise needed to solve complicated issues. Having those senior, cross-trained managers is one avenue to keep resources flowing as smoothly as possible.

In an interview with a key individual integral in the work of the tiger team, Mr. Ari Ariel was asked about his evaluation of the issues involved with the tiger team. Although he discussed

the knowledge dependence between the resource processes, he stopped short of endorsing a new classification designation.

“Clearly the disciplines have critical intersections with each other. That said, in this context cross-training doesn’t necessary (sic) require merging or changing career programs. The need does exist for growing better cross-discipline knowledge transfer among proponents. ... Overcoming composite problems can yield high dividends when tackled with combined talent, energy and time.” (Ari Ariel, INSCOM Chief Knowledge Officer, Knowledge Management Division, personal interview, 7 Sep 2006)

IV. Pros and Cons

Proposal: Create a new classification group - an Integrated Resource Analyst	
Pros	Cons
Complexity. Today's resource environment is complex and must integrate many competing priorities. It is appropriate to recognize this expertise.	Complexity. There are individuals today who are already performing this cross-leveled management of resources.
Training. There are no known restrictions on individual employees being registered in more than one career program.	Training. Career programs are currently stovepiped and do not have provisions or validation for technical cross-training.
Training. There are avenues currently available to receive cross-training. Examples include ACTEDs-listed training, the incoming Civilian Education System, and OPM.	
Career Programs. CP-11 and CP-26 have previously discussed the possibility of consolidating the two programs into one. This is recognition of the tie between these two resource programs, although the proposal is not currently being explored.	Career Programs. To the knowledge of the author, there has been no discussion or exploration of a relationship between CP-10 and the other resource programs.
Working the Recommendation. Difficulty is not a good reason to avoid doing the right thing. If it is the right thing to specifically classify jobs where there is a requirement to combine these three areas in one position, then the recommendation should be staffed and worked as appropriate.	Working the Recommendation. The process would entail Army and DoD senior civilian personnel staffs to work the issue. The process would entail a major staff effort to develop the recommendation package and work a new classification occupational group proposal through the Army, DoD, and forward to OPM.

Table 2. Matrix of Pro and Con Arguments

Throughout the analysis to this point, the arguments made have mostly been in support of the proposal for a specialized career designation. A balanced view requires a look at the negative aspects of the proposal. Table 2 is a matrix of some of the pros and cons as previously discussed, as well as other points to ensure a fair and well rounded discussion.

V. Conclusions / Recommendation

To see how the implementing this proposal would look in the real world, follow a CP-11 careerist who has held various jobs that were classified as 343. This individual has taken the initiative to obtain a developmental assignment within the personnel world, and in a manpower division being exposed to MTOE development. Now OPM has created an Integrated Resource Analyst and designated it a GS 3xx. As a GS 13, this individual would be interested in a job that executes the complete range of resources across an organization, and there is an agency advertising a GS-3xx-14. They are selected for this promotion and career opportunity, and because they have held this position, future prospective employers can be confident this employee has skills and talents across the resource arena. Although job classification is often less than perfect, this designation will validate to the workforce the talents they have acquired, and professionals will become more willing to cross train and be better performers knowing this combination of skills will be "visible" by serving in 3xx positions.

Today's world demands the benefits that come from synergy. Comptrollers, manpower management personnel, and civilian personnelists all are working on the same problems and toward the same goals, and yet the current classification system continues to support them staying within their career program boundaries. It is time to find ways to progress toward

thinking more globally. An Integrated Resource Analyst would be a move in that direction.

It has been discussed that the three resource areas - dollars, manpower, people - have critical information intersections with each other. Those who develop talents in multiple fields will be the most capable to manage the Army's complex systems and competing priorities, and they will be able to most appropriately execute the Army's myriad of resources to support all its diverse requirements. We must be able to imagine new ways of working, where we are not separated into stovepiped ways of doing business.

A workforce composed of highly motivated professionals, training across the resource areas of finances, manpower/force management, and personnel will be able to meet the challenges the Army faces in the future. There are individuals today at the senior level who already demonstrate those joint proficiencies. The recommendation is that their abilities and expertise be validated with a new, separate designation. By quantifying the requirements and creating a new classification in the federal civil service, it will give incentive for individuals to take the steps necessary to obtain those skills needed to meet that field's new qualifications. To document joint skills with a specific classification designation will validate the skills to the workforce and appropriately represent the requirements of the job to perspective employees.

The process to implement this recommendation would be long and complicated, and involve multiple levels of the Army, DoD, and OPM. Any change such as this would have implications for the three career programs and the relationships between them. Issues of primary responsibility for using the designation might occur, although no classification series is totally "owned" by any one career program. Would there be specific training courses developed to

incorporate these skills, and who would develop and implement that training?

The question becomes, is the benefit worth the effort to develop the concept and work its implementation through OPM? The recommendation is that properly recognizing talent and abilities in people is always worth the effort. Classifying job requirements in today's complex resource arena requires this new approach. A classification designation of Integrated Resource Analyst is an appropriate occupational group that meets the changing demands on the civilian workforce of today's environment and appropriately supports the Army's growing complexity.

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