

**FORCE  
DEVELOPMENT  
CONOPS**

**CIVILIANS**



**U.S. AIR FORCE**

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## **PURPOSE**

The Civilian Force Development Concept of Operations (CONOPS) is part of a series of transformational, strategic level Air Force (AF) CONOPS. It outlines a cohesive plan for developing the civilian component (government employees only, does not apply to contractor personnel) of the Total Force. The strategy is to blend the skills, knowledge, and experience of all components of the Total Force--officer, enlisted, and civilian – active, Guard, or Reserve--to leverage strengths to maximize mission success. It also supports Goal 3 of the AF Strategic Personnel Plan, Develop: synchronize training, education, and experience to continuously create innovative, flexible and capable Airmen to successfully employ air and space power.

## **SYNOPSIS**

In November 2002, the Secretary of the Air Force (SecAF) and the Chief of Staff of the Air Force (CSAF) announced the Total Force Development (TFD) construct that provides a new vision for the way we train, educate, and assign our Airmen--deliberate development of and investment in AF personnel. The subsequent Civilian Force Development (CFD) sight picture (May 2003) further defined this vision for the civilian component. Following this guidance, the Force Development Office, in consultation with the Executive Resources Board Development Panel, and in conjunction with Functional Authorities, MAJCOMs, and Air Staff, analyzed the current state of civilian workforce development and generated a CONOPS straw man. This proposal was presented and approved at CORONA South '04. This document provides the operational concept for implementing the vision set forth by the CSAF and CORONA for the civilian workforce.

The strategic view of Force Development (FD) is to successfully accomplish the full spectrum of changing AF missions by developing civilians with the required skills to apply current and future capabilities.

People are the Air Force's most valuable resource. The Air Force, as an institution, must optimize deliberate developmental efforts so its investment in people and their investment in the AF best realize their expectations and meet the needs of the Air Force.

Although the main focus of this CONOPS is on the corporate Air Force leadership developmental process, it must leverage off of competent occupational skills development (functional development). The greatest challenge to making CFD a success is integrating leadership, education, and experiential development opportunities. There is a pressing need to provide quality developmental experiences for our future civilian leaders. As initial programs are shown to be successful, i.e., GS-15 leadership development program, corporate AF will work to expand leadership developmental opportunities. Another challenge is to identify cross-functional paths that will provide civilians a broader palate of operational activities in preparation for senior positions.

The proposed changes are a fundamental change in culture--the essential elements are:

- Civilians and military, partners on the AF Team – developed in a similar manner to the same standards.
- Leaders committed to developing the workforce -- will be a critical performance standard for all supervisory positions.
- AF committed to providing development challenges –where education and job assignments are linked.
- High individual commitment – where individuals make a long-term commitment to their development as part of the Total Force.

## **GOALS AND OBJECTIVES**

The goal of CFD is deliberate, connected, career-oriented development to enable the civilian component of the Total Force. To make this vision a reality, the CFD construct entails a comprehensive set of integrated efforts to establish the required organizational structure, processes, and policies. These efforts can be encapsulated in three main thrusts.

- Fully integrate civilians into the FD construct. This includes clearly defining levels of development (tactical, operational, and strategic) that are commensurate with the military FD model, establishing a clear development requirement, facilitating individual involvement via development plans and other tools, improving assessment of individuals via Development Teams (DT), and executing education, training, and assignments through robust Total Force career field management teams (CFMT).
- Establish a single focal point for developing Total Force developmental education. Developmental education must be integrated over the course of a career and fully integrated into the developmental education of the Total Force. Delivery of developmental education need not be centralized, but the essential content must be unified.
- Clearly establish the developmental education requirement. This will require clearly defined levels of developmental education and a clear definition of our target population for each level. This will drive required funding levels.

## **DESIRED EFFECTS**

- Active functional career field management
- A well-defined requirement
- Robust communication with the workforce
- Effective assessment mechanisms
- Deliberate development via education, training, and assignments
- Active involvement of supervisors
- Active participation of individuals

## **Force Development Structure and Career Field Management**

The concept of TFD dictates that we manage Airmen as a total force. This idea is imbedded in the management structure for FD and career field management. To the extent practical all active duty military (officer/enlisted) and civilians (General Schedule / Federal Wage Scale) will be managed in like fashion, as instilled in AFPD 36-26, “Total Force Development,” and

AFI 36-2640 Volume 1, "Total Force Development (Active Duty Officer)." The CFD CONOPs management structure will be the same as that for all components of the Total Force and will be codified in AFI 36-2640 as one source document for TFD. The key elements are described in Appendix A.

Career field management is at the heart of the FD construct. It is the ability to manage our Total Force from a requirements-based perspective. AFI 36-2640, Volume 1, Attachment 2 outlines the career field management structure. The following basic assumptions apply:

- 100% of the civilian workforce will be accounted for; there is not a 1:1 correspondence between occupational series and career fields, however every effort will be made to align each civilian with a primary career field
- This structure will parallel the military structure recognizing that there are differences - the long term goal is to integrate civilian and military development processes where practical
- Every career field will have a Career Field Manager (Air Staff Level) and corresponding Career Field Management Team (located at AFPC)

**NECESSARY AND ENABLING CAPABILITIES**

**Developmental Templates – Defining the Requirement**

Development templates will be used to clearly articulate the development needs of the AF. Development templates (Figure 1 below) are:

- Competency-based
- Distinct levels to focus developmental resources on the right target audience(s).
- Designed to provide consistency across all career fields
- Consistent with officer development and Air Force Doctrine
- Integrated at the senior levels with the SES accessions template

The leadership portions of the templates will be established AF-wide. Each career field will then be required to populate the technical (functional) portion of their development templates. A notional example of development templates is shown in Appendix B.

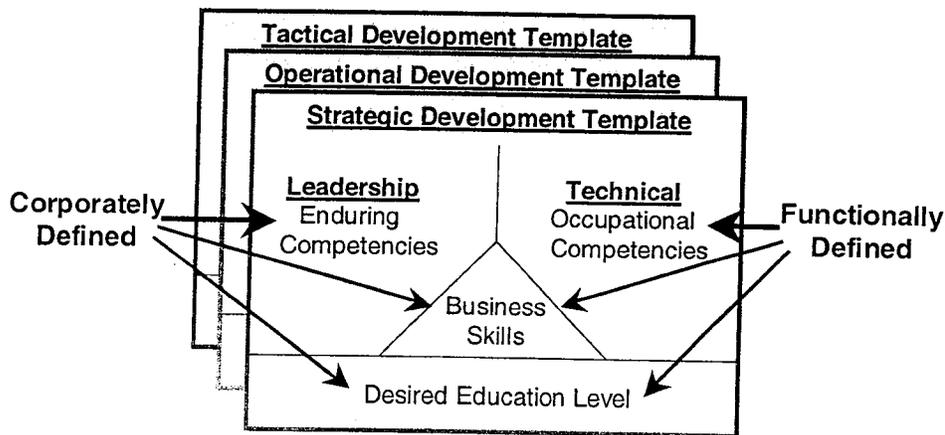


Figure 1. Development Templates

**Career Path Guidance**

The conceptual model of the civilian career development path (Figure 2), recognizes that as individuals progress in their career, they will require differing levels of development.

In accordance with AFI 36-2640, each Functional Manager will be responsible for publishing career planning guidance, which outlines the career paths specific to that career field. For an example of such a guide, see the Scientist and Engineer Career Planning Guide [http://www.safaq.hq.af.mil/aqre/mentoring/docs/3Jun\\_CDGt.pdf](http://www.safaq.hq.af.mil/aqre/mentoring/docs/3Jun_CDGt.pdf)

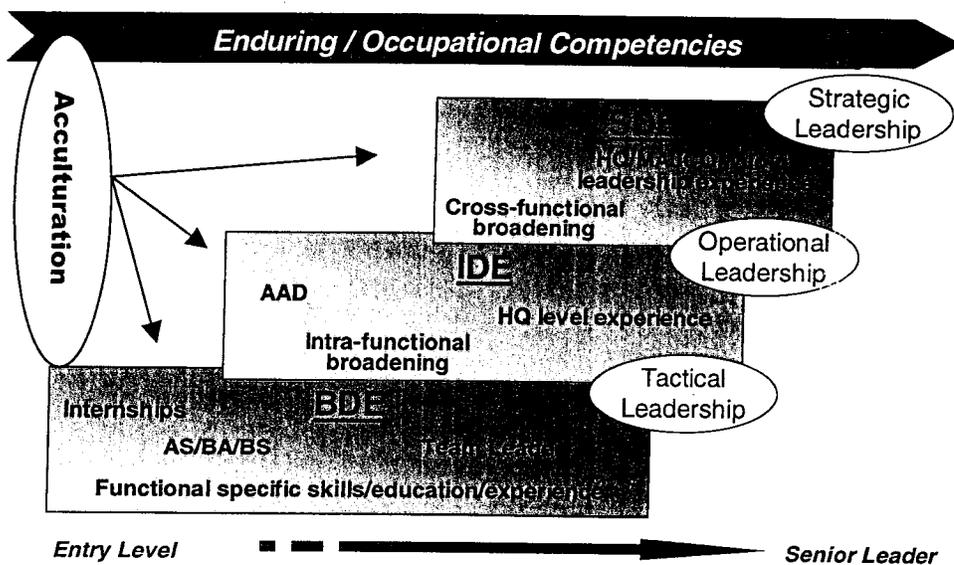


Figure 2. Career Development Pathways- Note: BDE/IDE/SDE needs can overlap

**Terms**

**Acculturation** – is directed across all levels where new employees can enter the civilian workforce with the intent of supporting an integrated military/civilian culture. Designed to provide employees with an awareness of the AF by building familiarity with their organization, filling in knowledge gaps on AF Core Values, customs and courtesies, enduring competencies, and provide an introduction to the CFD process and personnel administration.

**Basic Developmental Education (BDE)** – directed at the Tactical Level. Designed to develop depth of knowledge and experience through education and training within the individual’s primary career field. BDE execution will fall primarily to base and MAJCOM.

**Intermediate Developmental Education (IDE)** - directed at the Operational Level. Designed to develop broader experiences and increased responsibility within a related family

of skills, in preparation for an assignment outside of or within an individual's career field. IDE execution will fall primarily to AFPC/DPK.

**Senior Developmental Education (SDE)** – directed at the Strategic Level. Designed to develop a breadth of experience and developmental perspective necessary for an assignment outside of the individual's primary career field. SDE execution will fall primarily to AFPC/DPK and AFSLMO.

### Career Development Plan (CDP) Process

Supervisors play a vital role in CFD. Using the appropriate career field development templates and career planning guides, supervisors and mentors will assist employees in making an informed career choice by educating the individual on what various career choices entail in terms of time, commitment, mobility, etc. Supervisors will encourage individuals to participate in the CDP process and be the primary means by which feedback is delivered to the individual.

CDPs will replace the Career Enhancement Plans (CEP). The CDP does not replace the need for Formal Training Plans (FTP). Standardizing the CDP/FTP documentation process across tactical, operational, and strategic levels by consolidating the automation tools and forms used to track development planning at all levels is appropriate.

The CDP process is depicted in Figure 3

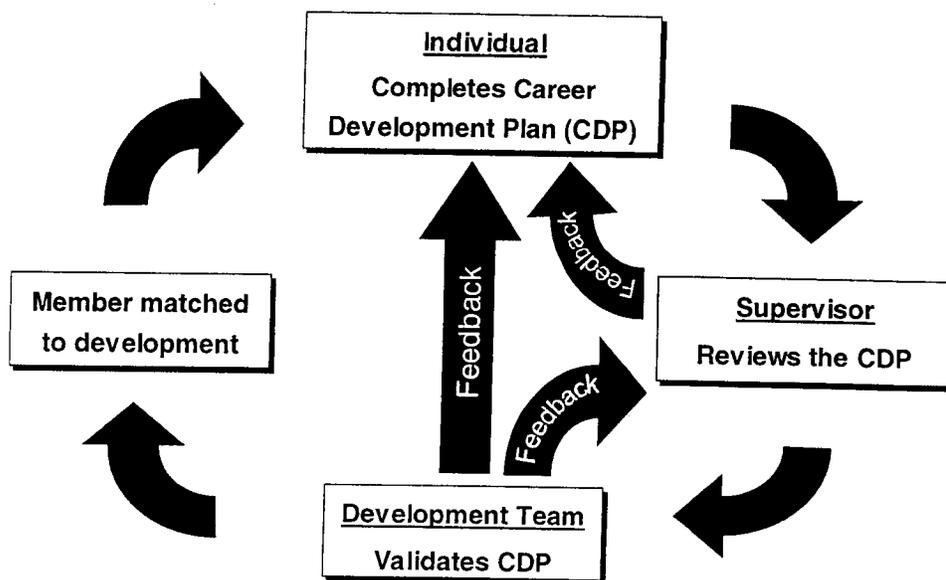


Figure 3. Development Plan/Development Team Cycle

**Individuals** - complete Career Development Plans (CDPs) to communicate their long-term career goals and near-term development requirements.

**Supervisors** - assess CDPs in light of the appropriate career development templates and provide feedback to employees regarding their potential to achieve their desired goals and how to obtain the required development. CDPs are adjusted if necessary by the supervisor and/or reviewing official and forwarded to the appropriate development team.

**Development Teams (DT)** - will be functionally established to review CDPs from a total person perspective and match/balance the individual's desires/goals with AF requirements – resulting in a validated CDP. The DT will provide individuals education, training, and experiential developmental vectors. Feedback will be provided to the individual through the supervisor. These validated CDPs form the basis for executing education, training, and experiential development within the force development construct.

### **Information Systems Requirements**

Implementation of CFD will require changes to civilian personnel data systems. Database and automated input mechanisms are required to collect career development plans and provide supervisors and Development Teams (DT) needed capability to review and provide feedback. Civilian personnel data systems must be able to produce appropriate reports for DTs and developmental opportunity selection boards to include the ability to accommodate coding and tracking of the following:

- BDE/IDE/SDE/CDE completion
- Developmental experience
- Civilian duty titles in addition to job series title
- Competencies/proficiency

The CDP will be integrated with the ODP Information Technology (IT) solution to collect data and facilitate evaluation of the CDP. This will require appropriate interfaces with the civilian personnel data systems be developed or that the ODP be adapted to mirror the civilian IT solution. In either case the goal is to use one system that meets all needs; it should fit within the DP IT infrastructure and not duplicate existing functionality.

### **Developmental Positions**

Experiential development is a critical part of implementing CFD. Developmental positions are needed for broadening (intra- and cross-functional), staff experience (MAJCOM HQ and SAF/HAF) and leadership development. The basic types of developmental positions are:

**Centrally managed positions** – These positions are for use when maximum flexibility is required, or when development needs span multiple levels of control (MAJCOMs, Functionals, etc.). Career broadening, residential Civilian Development Education (CDE) billets and program outplacement, and force management (used to manage the flow of

individuals through the development process) fall into this category. These positions have a specified term (typically two years) and have salaries paid by Central Salary Account (CSA).

**Key leadership developmental positions** – These positions build leadership experience at the operational and strategic levels. While limited in tenure, they require our best leaders at a given level, and are ideal for building enduring competencies that will be required at the next higher level. Candidates for GS-15 Leadership Development will be generated from a consolidated Air Force level board. Candidates below GS-15 will be generated using an Air Force level board for positions available to multi-functional disciplines (i.e. MSG Deputy Commander) and by DTs or functional boards when the position is functional specific (e.g. MSS Deputy Commander). Selecting official and salary will continue to be the owning organization's responsibility. The work of identifying these positions and establishing the detailed management processes will be required.

**CFMT covered positions** – These positions are suited for building functional experience and/or designated as requiring career field and/or corporate specific qualifications. They are filled via CFMT processes and salaries are normally paid by the owning organization.

**Non-CFMT covered positions** – These positions are not appropriate for centralized functional management, are filled locally and the salary is paid by the owning organization.

### **Promotion Policy**

Successful CFD requires a strong correlation between who is developed and who is promoted. All career fields must implement consistent promotion plan policies that credit competency development in line with development templates and the FD construct. Credit for CDE development will be standardized across career fields.

In the National Security Personnel System (NSPS) environment, placement of individuals in key developmental assignments must be done in accordance with FD objectives.

### **Integration of Total Force Developmental Education**

The integration of developmental education for the Total Force requires a new framework to define, operationalize, and deliver developmental leadership education. The elements of this framework (Figure 4) are:

- **Define:** AF Doctrine Document 1-1, "Developmental and Force Development," defines the enduring competencies the AF needs in its leadership corps and the three levels of development for the Total Force – tactical, operational, and strategic.
- **Operationalize:** AETC/ED is the single focal point for civilian developmental education consistent with AFPD 36-4, "Air Force Civilian Training, Education, and Development" and will be responsible for integrating the enduring competencies into a well-defined developmental education requirement, defining the target audience, and ensuring consistent delivery across the AF.

- **Deliver:** The delivery of developmental education will be tailored to the specific needs of the audience.
- **Coordinate:** AF/DP will coordinate these efforts by providing policy guidance and coordinating funding through the POM process.

This integrated approach will provide a focused, requirements-based means to efficiently deliver developmental education. The end result is a cadre of Airmen leaders developed to a single standard who can be managed effectively, and lead as one team.

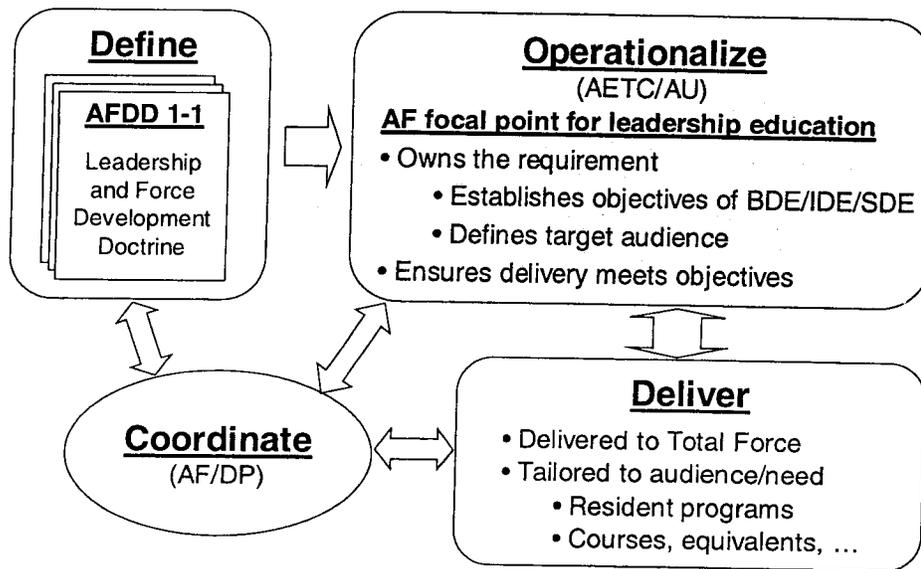


Figure 4. Developmental Education Architecture

### The Developmental Education Requirement

The centerpiece of an effective developmental education model is a well-defined requirement. While the details are beyond the scope of this CONOPS, the notional structure (Figure 5) below was constructed to integrate with military FD and uses the same defined levels of development (BDE/IDE/SDE) in AFDD 1-1. These definitions, coupled with the specification of the target audience, will drive the quantity of development required and will be used to establish required funding levels.

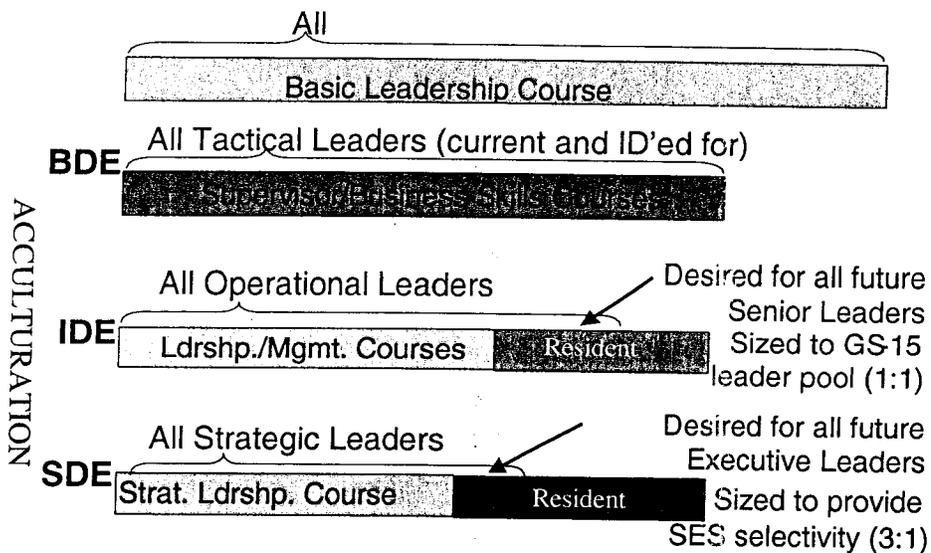


Figure 5. Civilian Developmental Education Requirement (Notional)

### Transition Plan

The following plan is proposed to transition to a fully integrated process:

- Establish AETC/ED as the focal point for Total Force developmental education.
- Establish clearly defined levels of education (BDE/IDE/SDE) and clearly defined learning objectives for each level.
- Establish mechanisms to record, track, and analyze progress in meeting requirements.
- Provide continuous oversight and guidance to ensure that delivered developmental education is meeting established requirements.

The establishment of a clearly defined requirement should give providers clear objectives and encourage collaboration; however, a centralized curriculum development function may be needed to facilitate the implementation of fully integrated developmental education.

### Organizational Roles and Responsibilities

- **HQ USAF/DP** – Coordinate civilian developmental education efforts, establish force development policies, and in cooperation with MAJCOMs, POM for civilian developmental education funding. AF/DP will provide training, integrated with a 'spread-the-word' campaign, to ensure understanding of new FD processes.
- **AETC/ED** – Translates the enduring competencies into a requirement of well-defined levels of development (BDE/IDE/SDE) and identifies target audiences for each level: Officer, Civilian, and Enlisted. AETC/ED establishes learning objectives for each level and ensures delivery is consistent across the Total Force.

- **AFPC** – Establish mechanisms to document and track individual completion of defined levels of force development to include experiential, education, and training for the Total Force. AFPC will also provide the operational management process via CFMTs to support the DT vectoring process. CFMTs will provide assistance to supervisors in counseling employees on potential career options.
- **MAJCOMs and Local Levels**– Deliver developmental education to the civilian workforce.

**Implementation Plan/Timeline**

A detailed implementation plan will be coordinated with affected organizations. HQ USAF/DP will provide oversight. The Force Management Division will serve as the project office. Figure 6 displays a notional implementation timeline for CFD. As much as possible, the military and civilian processes will be worked in conjunction. Each DT meeting will have a particular focus (e.g. IDE-level development) – timed to mesh with standard developmental cycles (e.g. school selection boards).

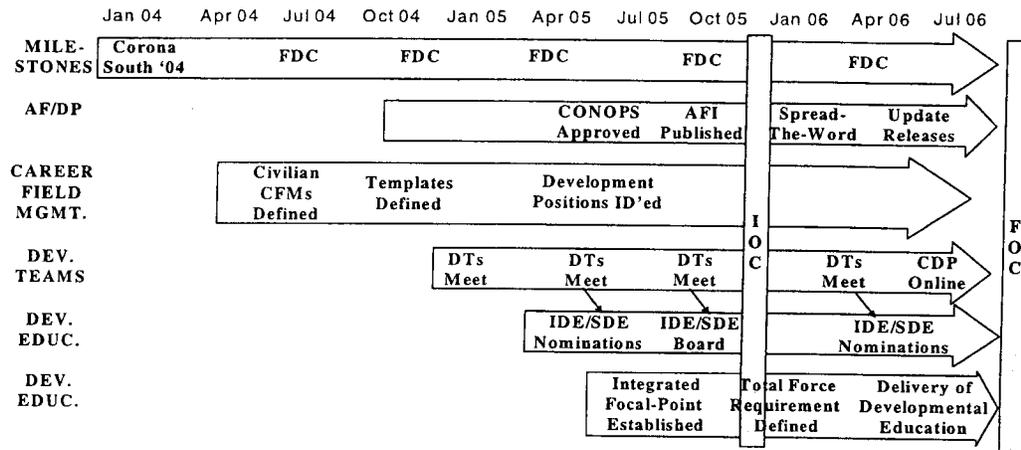


Figure 6. Implementation Timeline (Notional)

**SUMMARY**

Through robust career field management, integrated developmental education, and clearly defined requirements, the CFD construct will better integrate the development of the civilian workforce with that of the military component to produce a Total Force that can lead and be managed as one. The end objective is the institutionalization of a single Airmen culture of development and service.

## Appendix A: Force Development Management Structure

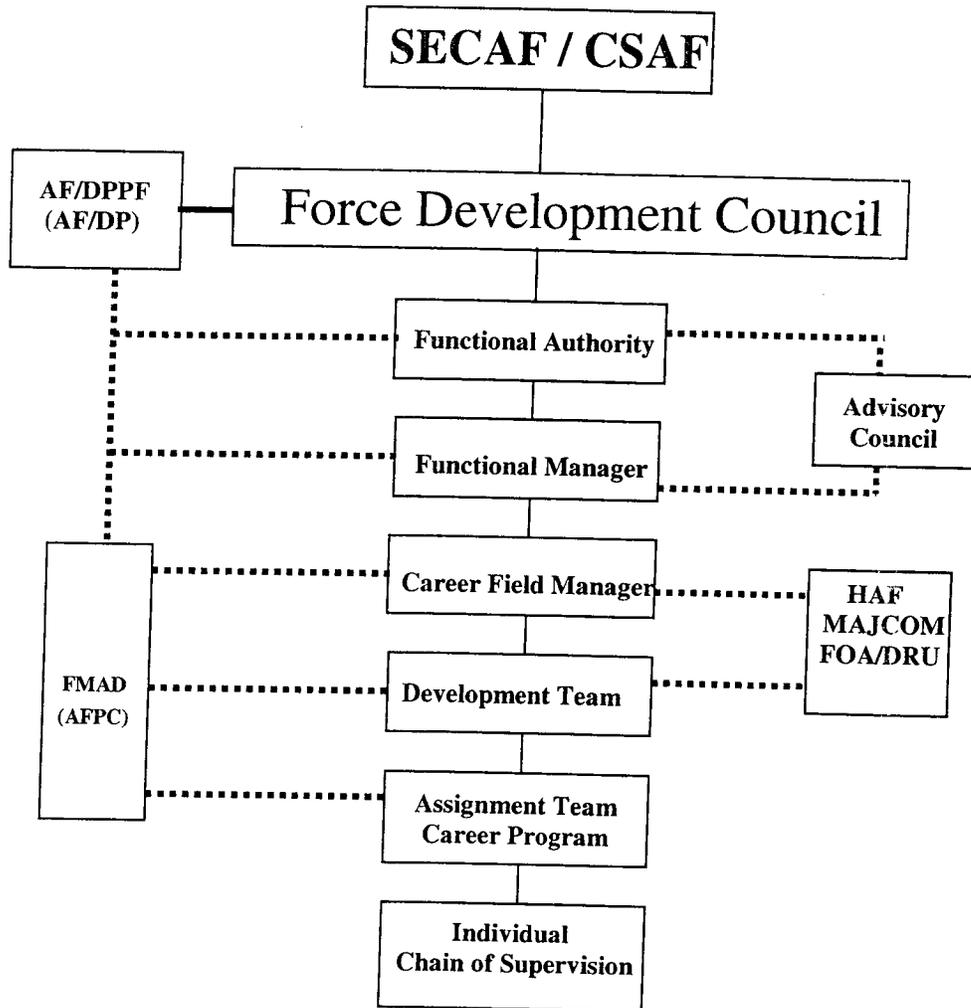


Figure 7. Force Development Management Structure (Notional)

**Force Development Council (FDC):** This corporate body serves to provide an institutional perspective on AF-wide FD issues and makes recommendations to the CSAF and SECAF. FAs, Major Command (MAJCOM) Vice Commanders (CV), Chief Master Sergeant of the AF (enlisted issues), and appropriate ARC and Civilian representation make up the FDC and provide a review of total force management. The Vice Chief of Staff of the Air Force chairs the FDC.

**Functional Authority (FA):** FAs provide oversight and functional advisory services related to functional communities (may be more than one occupational series that falls under their purview). These functional communities are made up of functional families that receive direct oversight from their appropriate Functional Manager (FM).

**Functional Manager (FM):** The FM is a senior leader designated by the appropriate FA to provide functional management of specific functional families. While they should maintain an institutional focus regarding resource development and distribution, FMs are responsible for ensuring their specialties are equipped, developed, and sustained to meet the functional community's mission. They encourage FD opportunities to meet future needs of the total Air Force mission.

**Career Field Manager (CFM):** The CFM is appointed by the FM and represents a single functional family. A CFM may be responsible for more than one occupation or multiple CFMs may be appointed within their functional community. Typically, a CFM will be a senior field grade officer or comparable civilian.

**Functional Advisory Councils (FAC):** Each functional area will have an Advisory Council. Advisory Councils provide total force, strategic-level oversight for the functional communities under their guidance. The primary purpose of each council is to support the force structure management process within defined Air Force functional communities.

**Force Management Division (FMD):** Responsible for recommending and implementing policy, and establishing program guidelines. Oversees policy governing development and management of appropriate systems to assess and analyze health of functional communities. Acts as Executive Secretariat to the Force Development Council (FDC).

**Force Management Analysis Division (FMAD):** Responsible for providing day-to-day analytical support to FMD, FA, DTs, and Assignment Teams (AT). Collects, compiles, and analyzes career field health and sustainment information for all functional communities. Integrates functional and cross-functional assessments, training and assignment requirements to provide corporate insight on the state of the force. Executes the policies and guidelines of the FDO. Provides various reports, spreadsheets, written correspondence, and other related products to DTs and ATs in order to execute FD.

**Development Team (DT):** Provides development oversight to meet both functional family and Air Force corporate developmental requirements. FMs will establish appropriate DTs based on characteristics of their functional family. Minimum membership should include the chairperson, CFM, AFPC AT representative and appropriate MAJCOM Point of Contacts (POC). DT may include enlisted, Guard/Reserve, or senior civilian representatives depending on the functional community. The DT may include subject matter experts, as required, and should meet at a seniority level that matches the developmental decisions to be made (e.g. Sq/CC candidate selection). The FM or their designated representative chairs the DT.

**Career Field Management Teams (CFMT):** Previously termed Career Programs. CFMT's will execute functionally oriented development in terms of education, training and experience. This development will flow from the career development plans, which have been validated by the development teams.

**Supervisors** - Supervisors play an absolutely vital role in CFD. For the typical individual their supervisor will be the 'face' of CFD. Supervisors will be relied upon to educate, coach, and encourage individuals to participate fully in the FD process. Supervisors will also be the

primary means by which feedback is delivered to the individual. As such, it is vital that each supervisor fully understands, and be fully committed to FD. Supervisors' strength in assisting their subordinates within their own career field is understood. Supervisors should stay engaged with Career Field Management Teams and seek their assistance in training and educating themselves and subordinates on various career path options. Supervisors of civilian employees will be responsible for understanding the CFD process as well as the FD requirements (templates) and available career paths. Supervisors will also educate their employees on what various career choices entail in terms of time, commitment, mobility, etc., and encouraging employees to develop to his/her full potential. Considering an individual's potential, supervisors are to assess CDPs in light of the appropriate career development templates. Providing feedback to the employee regarding an employee's potential to achieve their desired goals, and how to obtain the required development will also be required of supervisors. Supervisors should expect to provide this feedback both before the development plan is submitted and after the development team has reviewed it.

## Appendix B: Sample Development Templates

The following notional templates for the program management career field illustrate the competencies required at the tactical, operational, and strategic levels.

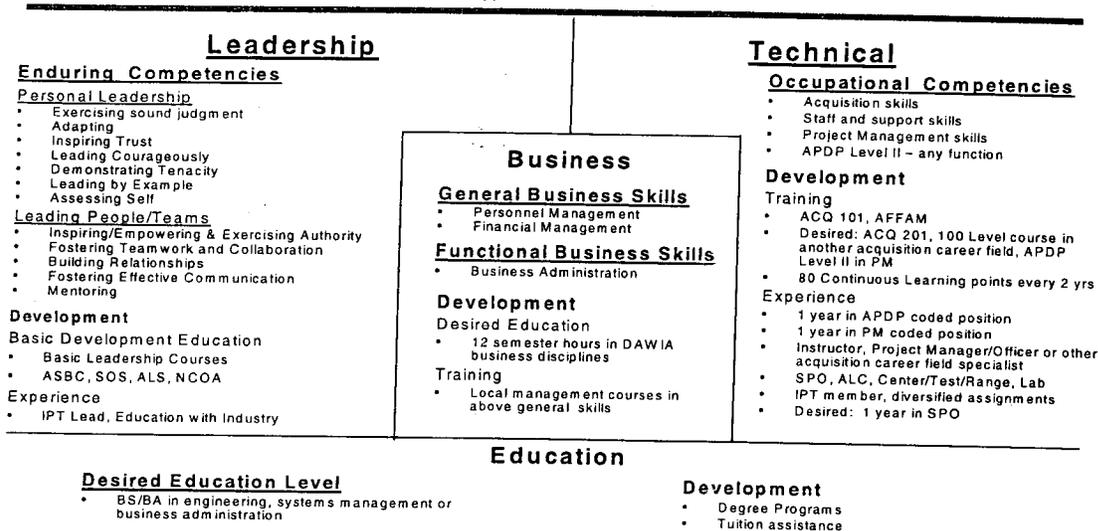


Figure 8. Notional Tactical Development Template for Program management

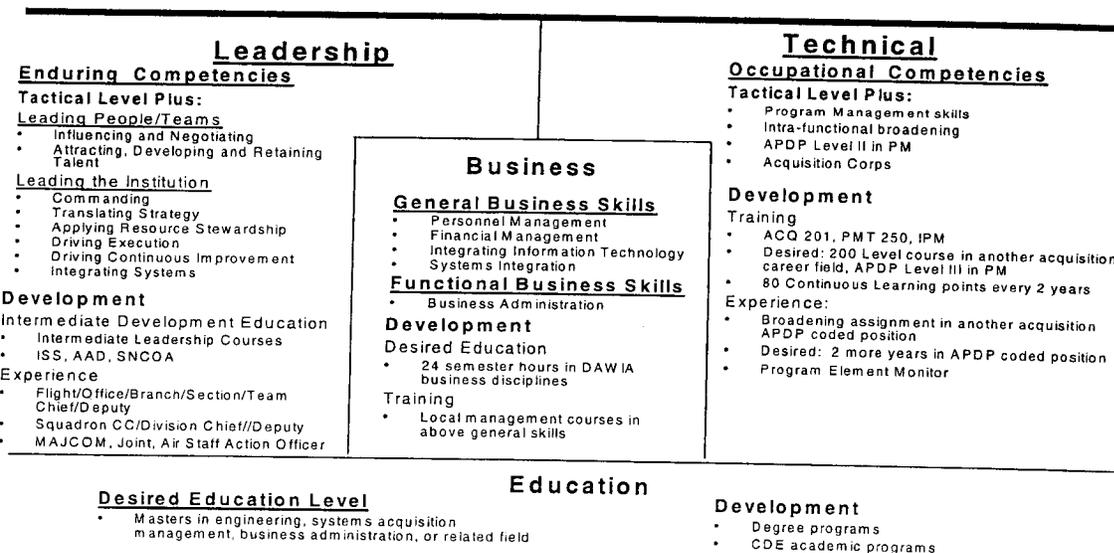


Figure 9. Notional Operational Development Template for Program Management

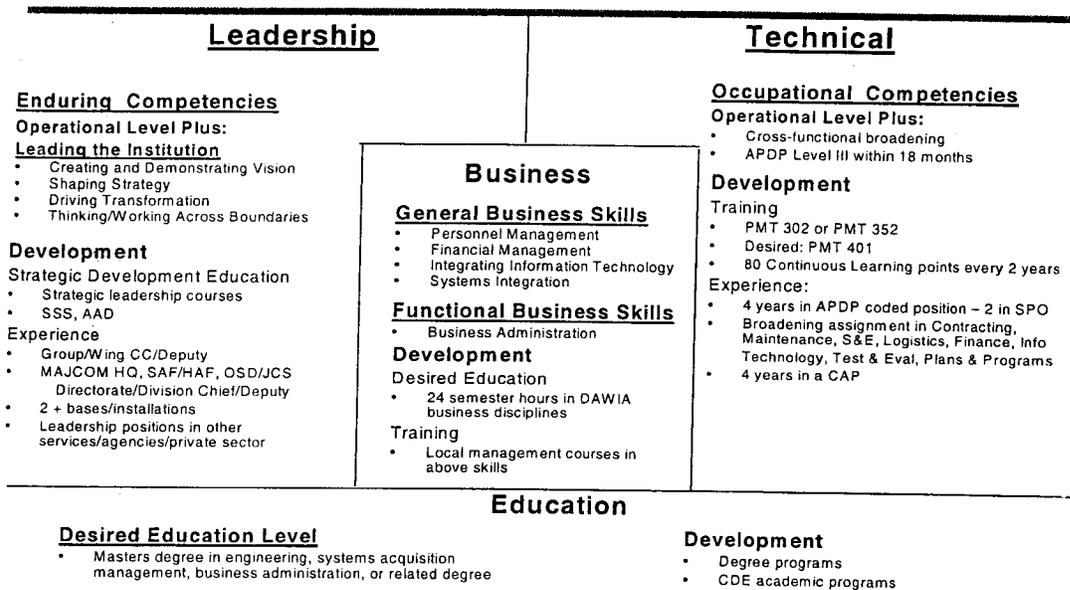


Figure 10. Notional strategic Development Template for Program Management

## **Glossary of Terms**

Advanced Academic Degree (AAD)

Air Force Senior Leader Management Office: (AFSLMO)

Assignment Team: (AT)

Basic Developmental Education: (BDE)

Civilian Development Plan: (CDP)

Civilian Force Development: (CFD)

Intermediate Developmental Education: (IDE)

National Security Personnel System: (NSPS)

Officer Development Plan: (ODP)

Senior Developmental Education: (SDE)

Total Force Development: (TFD)