

**Independent Review of the  
Defense Civilian Intelligence Personnel System (DCIPS)  
Work Plan  
January 21, 2010**

## INTRODUCTION

The Secretary of Defense has been authorized by law to establish common personnel policies for Department of Defense (DoD) intelligence components. As a result of the Intelligence Reform and Terrorism Prevention Act of 2004,<sup>1</sup> the Director of National Intelligence (DNI) and Intelligence Community (IC) agencies agreed on the National Intelligence Civilian Compensation Program (NICCP), which provides the framework for DoD implementation of the Defense Civilian Intelligence Personnel System (DCIPS). Improvements to the performance management and pay system are considered one foundational aspect necessary for moving the IC toward the goal of greater integration and collaboration across the enterprise in support of a common mission.

DCIPS is a unique human resources management system designed for DoD intelligence components and other intelligence positions designated by the Under Secretary for Defense for Intelligence(USD(I)). The system will cover positions at the Defense Intelligence Agency (DIA), the National Geospatial Intelligence Agency (NGA), the National Reconnaissance Office (NRO), the National Security Agency (NSA), the Office of the Under Secretary of Defense for Intelligence, and the intelligence elements of the military departments. The broad goals of DCIPS are to provide a single system for the DoD intelligence enterprise that recognizes and rewards performance and contributions to the organization's mission, and enhances components' ability to attract and retain high quality candidates.

Although DoD intelligence elements have adopted all or parts of DCIPS, the Chairmen of the House Armed Services Committee and the House Permanent Select Committee on Intelligence formally requested during 2009 that further DCIPS implementation be delayed. Subsequently, the FY 2010 National Defense Authorization Act (NDAA) suspended certain DCIPS pay authorities from October 28, 2009, through December 31, 2010. In addition, NDAA required that an independent organization be designated to conduct a review of DCIPS.

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<sup>1</sup> The Intelligence Reform and Terrorism Prevention Act of 2004 sought to establish common personnel standards for intelligence community personnel.

## **THE NATIONAL ACADEMY STUDY**

In accordance with the NDAA, the Secretary of Defense, the Director of National Intelligence, and the Director of the U.S. Office of Personnel Management have jointly designated the National Academy of Public Administration (the Academy) to conduct the independent review of DCIPS, including its design, implementation, and impact. Specifically, the NDAA directs that the Academy's review assess:

*“(A) its impact on career progression; (B) its appropriateness or inappropriateness in light of the complexities of the workforce affected; (C) its sufficiency in terms of providing protections for diversity in promotion and retention of personnel; and (D) the adequacy of the training, policy guidelines, and other preparations afforded in connection with transitioning to that system.”*

The NDAA requires that final report and recommendations be completed by June 1, 2009. This Work Plan provides a description of the activities the Academy will carry out during the course of this review, including:

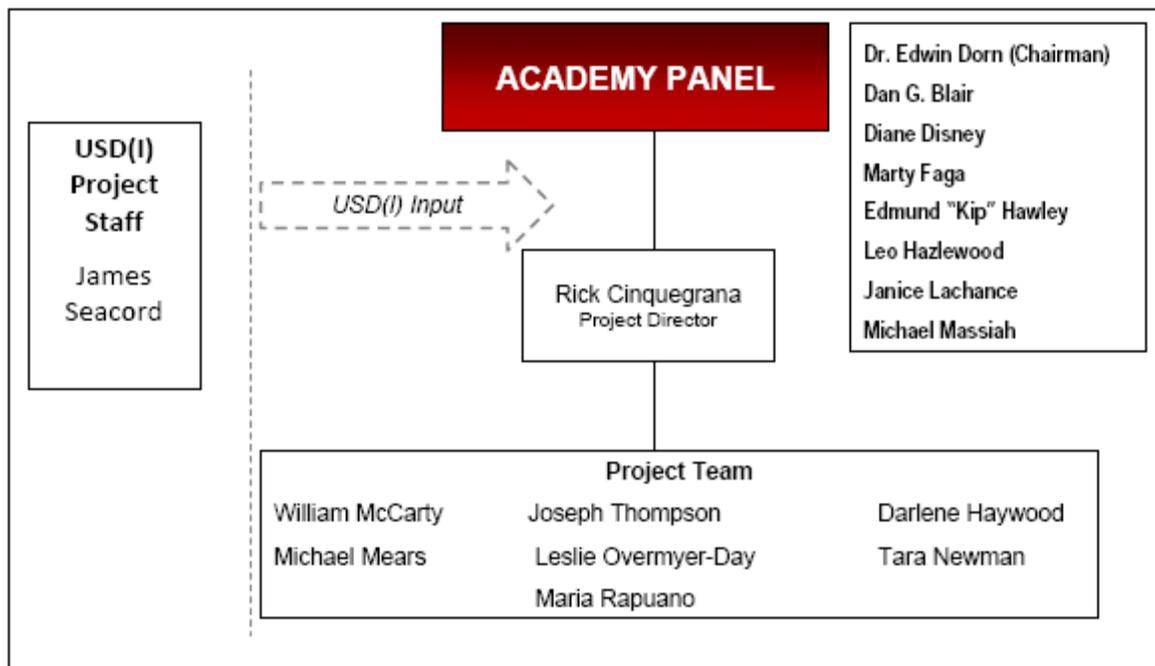
- The objectives of the review;
- The approach and methodology the Academy will use;
- The role of the Academy Panel; and
- Project schedule, timeline and deliverables.

## **THE ACADEMY PANEL**

This review will be directed by an expert Panel of seven Academy Fellows and one individual nominated by USD(I) that will oversee the study, approve the Work Plan, guide the Academy study team's research, and make a final report to the Secretary of Defense and the Congress. Panel members were selected for their expertise and experience in such areas as personnel management systems, pay-for-performance, IC and DoD organizations, and change management.

As shown in Figure 1, the Panel will consider the issues as they develop, provide expert advice, and develop findings, conclusions, and recommendations that will be provided in the final report. The Academy Project Director will provide specific subject matter guidance and leadership to the study team and serve as a primary point of contact to USD(I) and Panel members.

**Figure 1**  
**Integrated Project Structure**



Over the course of Phase 1, the Academy expects that the Panel will meet three times:

- **Meeting 1** will take place on January 22, 2010. The Panel will review the draft Work Plan, and discuss recent developments, challenges, and relevant issues related to DCIPS and execution of the review. Congressional and USD(I) representatives will be invited to present their perspectives on the issues and the purposes of the review. The Work Plan will be made final after this initial meeting.
- **Meeting 2** will take place on or about March 31, 2010. At this meeting, the Panel will review the preliminary findings prepared by the study team based on the primary and secondary research conducted to that point. Additional views will be solicited from U.S. government officials and other stakeholders, as appropriate. The Panel will likely go into Executive Session to discuss the preliminary findings.
- **Meeting 3** will take place on or around April 23, 2010 and be almost entirely in Executive session. The Panel will review the draft report, make modifications, and endorse the findings, conclusions, and recommendations. The study team will work with the Panel thereafter to incorporate the Panel's comments into the draft, and then forward the draft to USD(I) for review and comment.

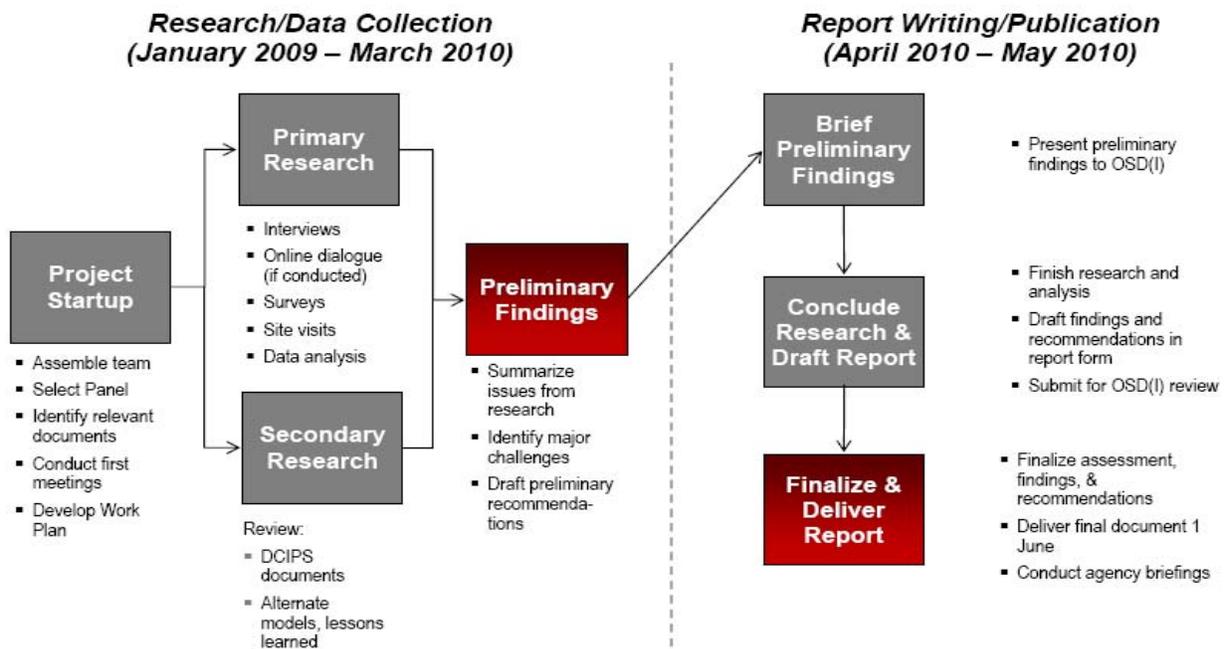
USD(I) and other representatives may attend and participate in the open portion of Panel meetings. Executive Sessions are typically held after the open sessions, and involve only Academy study team staff and Panel members.

## STAGES OF THE REVIEW

As shown in Figure 2, Phase I of the Academy’s review of DCIPS will be conducted in two major stages: (1) research/data collection and analysis; and (2) report writing/publication. At each stage the Academy will engage in a number of data collection and analysis activities over the course of this effort and these are described in greater detail in the Approach and Methodology section.

**Stage 1.** During the first stage, which will last approximately two and a half (2 ½) months, the study team will conduct both primary and secondary research organized around the three research questions that are discussed in the next section. The goal of this stage is to develop preliminary findings that will summarize themes, and identify major challenges and issues for discussion among the study team, Panel and USD(I).

**Figure 2**  
**Stages of the Phase I Review**



The Academy will prepare and present its interim findings from the primary and secondary data collection activities in a briefing to USD(I) 90 days after contract award (on or around April 6, 2010). This briefing will note key themes, findings, and issues that have emerged from the various data sources in the course of stage one of the review. The briefing will include Panel perspectives and identify any additional data that will be sought, validated, and analyzed prior to development of the draft final report.

**Stage 2.** During the second stage, which will last approximately two months, the final report will be prepared. The report will offer the Panel's formal findings, conclusions, and recommendations, as well as various appendices with supporting information. Following presentation of the preliminary findings at the end of stage one, the Academy study team will conclude any outstanding data collection and analysis, and develop a draft final report for Panel review and approval. The draft will expand upon the preliminary findings and present the data analysis, findings, conclusions, and Panel recommendations in report form. The Panel will review, comment, and approve the draft prior to its submission to USD(I) for comment in late April.

Upon delivery of the draft report (anticipated on or about April 30, 2010), USD(I) will have up to 14 calendar days to review and comment on the draft report. The Academy will then have approximately 14 calendar days from receipt of USD(I) feedback to consider all comments, and make revisions as appropriate, and submit the final report by June 1, 2010 to the Secretary of Defense and the Congress. This final report will contain the Academy Panel's findings, conclusions, and recommendations regarding the design, implementation, and potential impact of DCIPS. The report also will be made available to the public on the Academy's website.

## **OBJECTIVES OF THE REVIEW: GUIDING RESEARCH QUESTIONS**

The objective of this review is to evaluate the extent to which DCIPS is properly designed, communicated, and positioned for successful deployment. To meet the objectives of the review, the Academy has identified three basic questions that will be answered in the two major stages of this review. These reflect the Academy's understanding of both NDAA and USD(I) requirements. The three questions are:

1. Design: To what extent does DCIPS design align with sound design principles of performance management and pay-for-performance based systems, as well as take into account the complexities of the affected workforce?
2. Implementation: To what extent does the DCIPS implementation plan reflect sound change management strategies and principles?
3. Impact: Based on the current design and implementation approach, what identifiable issues or concerns will impact career progression and diversity?

## **APPROACH AND METHODOLOGY**

This section describes the evaluation framework that will be applied in the two stages of Phase I to assess DCIPS design. It also explains the data collection methods the study team will employ across the entire review, and the specific methods the study team will employ to address each of the three research questions.

### **Evaluation Framework**

The Academy's assessment of DCIPS will be consistent with guidance contained in the Office of Personnel Management's (OPM's) handbook for evaluating alternative personnel systems (APSS), the "Alternative Personnel Systems Objectives-Based Assessment Framework

Handbook” (OPM Framework). This OPM Framework, which is based on OPM’s Human Capital Assessment and Accountability Framework, was created to provide an overarching tool for evaluating human capital transformation efforts that implement new pay systems to drive organizational change and mission success. The OPM Framework was developed on the basis of experience in the public and private sectors and input from key stakeholders in OPM and other agencies and is comprised of two distinct components: Preparedness and Progress. **Preparedness** assesses an agency’s readiness to implement an APS and includes the dimensions of Leadership Commitment, Open Communication, Training, Stakeholder Involvement, and Implementation Planning. **Progress** addresses the extent to which the agency has achieved, or is in the progress of achieving, the broad human capital transformation goals associated with an APS. Progress includes the dimensions of Mission Alignment, Results-Oriented Performance Culture, Workforce Quality, Equitable Treatment, and Implementation Plan Execution.

Because neither component of the OPM Framework fully assesses the overall structural design of an APS, the Academy will augment it with additional assessment criteria, to include the Academy’s own Design Principles.<sup>2</sup> A key element of the assessment of the design of DCIPS will include the extent to which the system retains and upholds the merit systems principles set forth in section 2301 of title 5 of the U.S. Code. In addition, the Academy will apply lessons learned from the public literature on alternative pay systems, as well as other recently implemented federal systems. Appendix A presents the DCIPS Assessment Tool the Academy will apply to this review.

### **Data Collection Methods**

The Academy will apply a multiple method approach to this review during stages one and two, and will collect and analyze both qualitative and quantitative data gathered from several sources. Qualitative data will be analyzed for relevant themes and patterns. Quantitative data will be subjected to statistical analysis, with the appropriate analysis technique determined on a case-by-case basis for each type of data under consideration.

All data collection efforts will be conducted on a not-for-attribution basis. As part of this review, it will be important that the Academy study team have contact with staff at multiple levels to obtain their perspectives on DCIPS. Based on discussion with senior USD(I) officials, the Academy understands that employees within the Defense Intelligence enterprise are very familiar with “virtual” technologies. Given the stringent time and resource constraints of the review, the Academy will utilize these technologies as much as possible to gather information in the most cost effective and efficient manner.

**Primary Data Sources.** The study team will gather additional data from original sources through a combination of interviews, site visits, online forums, and, as possible, focus groups. With assistance from USD(I), the study team will contact key USD(I) staff and other DoD and IC personnel to participate in these data collection efforts. Priority will be given to conducting in-person interviews with USD(I) officials and other senior level stakeholders.

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<sup>2</sup> National Academy of Public Administration, *Recommending Performance Based Federal Pay*, (May 2004).

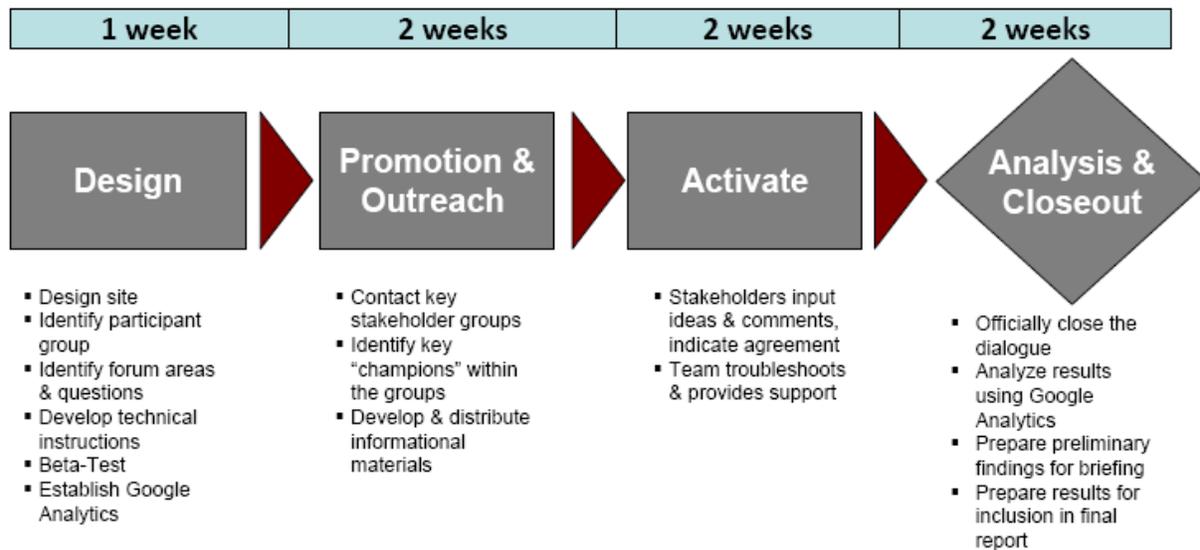
In addition, the study team will also gather insights from other experts in the field of performance management and pay-for-performance systems. Academy Fellows, in addition to those serving on the Panel, and other experts from government, academia and the private sector, will be consulted to offer perspectives on performance management and pay-for-performance systems, lessons learned from other initiatives, best practices in design and implementation, and other relevant topics.

**Secondary Data Sources.** The Academy will collect and review a wide variety of documents related to DCIPS, performance management and pay-for-performance systems. Relevant documents that are not publicly available will be furnished by the USD(I) to the Academy. The study team will review the various materials gathered throughout the two stages of the review, including background materials provided by USD(I), as well as other sources that address pay-for-performance systems in other organizations. Additional requests for documentation will be made by the study team as needs are identified throughout the course of the review.

**Online Dialogues.** The Academy has developed a cutting edge online dialogue capability to obtain input from and engage in conversation with program stakeholders and employees throughout the organization. As part of this review, the Academy may host one or more online dialogues with select groups of DoD intelligence element employees to capture their perspectives of DCIPS, its challenges and areas of concern, and suggested improvements. This online dialogue may have three or four forums (each organized around one question) in which participants may enter ideas and experiences, submit comments, and indicate support for ideas that employees agree with strongly or find particularly useful. The results of the dialogues will include both qualitative and quantitative elements. The study team will discuss the dialogue capability and process with USD(I) project personnel to frame key discussion questions and coordinate technical aspects.

Figure 3 shows the four stages of the Academy's online dialogue process: (1) design of the site; (2) promotion and outreach; (3) activation of the dialogue; (4) analysis and closeout.

**Figure 3**  
**Academy's Online Dialogue Process**



**Site Visits** The study team will make a limited number of trips outside of the Metro-Washington, D.C. area to conduct interviews and/or focus groups with target groups located at field sites. The advisability of visiting specific sites will be discussed with USD(I) project staff as the review progresses. USD(I) will provide support in contacting appropriate personnel, coordinating visits, and establishing schedules and agendas.

## METHOD TO ADDRESS EACH RESEARCH QUESTION

Within the two stage framework described earlier, the three research questions will serve as the basis for organizing this review. The issues to be explored within each research question, along with supporting data sources, are discussed below.

**Question 1. To what extent does DCIPS design align with sound design principles of performance management and pay-for-performance based systems, and account for the complexities of the affected workforce?**

Systems similar to DCIPS (i.e., broad-banded pay-for-performance systems) have existed in both the federal government and private sector for years. During this review of DCIPS design, the Academy will examine the underlying design concepts, in light of lessons learned in the public and private sectors, including those design aspects that related to career progression, workforce complexity, and diversity.<sup>3</sup> The OPM Framework described earlier will be applied to assist in determining the "soundness" of the overall DCIPS design within its workforce context.

The review of the DCIPS design will examine:

<sup>3</sup> Within the context of this review, the Academy is adopting a narrow definition of "diversity," and will examine the workforce based on sex, race/ethnicity, age (under/over 40), and veteran status.

- The basic principles for successful design of a system like DCIPS within an organization;
- The specific USD(I) and IC context within which it is being applied, including complexity of the workforce;
- Protections contained for diversity in promotion and retention;
- Consistency with principles adopted for the IC by the DNI;
- Measures to ensure transparency and employee protection;
- The ability of DCIPS to link strategic agency goals throughout lower levels of the organization, including individual performance objectives;
- The extent to which the design supports the mission, goals, and objectives of the DNI, IC, USD(I), and the affected agencies; and
- The design-specific lessons learned from National Geospatial-Intelligence Agency (NGA) over the past decade of its implementation efforts, and from other organizations that have undertaken similar systems.

**Data Sources to Support Question 1.** To address this objective, the Academy will gather and analyze data from both primary and secondary sources.

Primary sources of data may include, but not be limited to:

- Input from thought leaders who possess knowledge of and experience with performance management and pay-for-performance systems in government and the private sector, captured through interviews or focus groups; and
- Input from DoD and IC leaders and others who have knowledge of DCIPS, also captured through interviews or group discussions.

Secondary sources may include, but not be limited to:

- Legislation, regulations, policies, and technical information related to DCIPS;
- DCIPS original design documents;
- DCIPS-related correspondence among various agencies and DoD leadership;
- Survey data collected from USD(I) during the course of the review;
- Other types of documents that emerge over the course of this review; and
- Lessons learned and alternative models of performance management and pay-for-performance systems identified throughout the literature from academic, government, and private sector sources.

**Question 2. To what extent does the DCIPS implementation plan reflect sound change management strategies and principles?**

The success of an initiative as sweeping as DCIPS—particularly one that represents significant changes to organizational culture—requires a well-planned change management effort. Employee engagement in DCIPS is a key aspect of the review.

The review of DCIPS change management and implementation efforts will examine:

- The extent to which the DCIPS implementation plan adheres to sound change management principles and incorporates lessons learned from other organizations that have transitioned to pay for performance systems.
- The implementation of DCIPS performance management across the entire Defense Intelligence enterprise as the core element of the DCIPS design and its effect on pay, career development and progress, promotion, retention and workforce diversity.
- The results of the first year DCIPS performance management process, including employee perceptions regarding performance planning, feedback, and end-of-year evaluation, and areas for improvement.
- The results of the first year of DCIPS pay for performance system at NGA.
- The understanding and level of acceptance of DCIPS across the Defense Intelligence enterprise. Some assessment of the effects of the current suspension of some DCIPS provisions on acceptance and readiness for DCIPS will be required, especially in those organizations that were expecting performance payouts (DIA, Navy and Marine Corps) this year.

This aspect of the Academy review will examine the specific dimensions of the Preparedness and Progress components of the OPM Framework, including the plans and actions taken to prepare the workforce for DCIPS. This will include:

- Overall change management planning for the effort;
- Training provided to various stakeholders (e.g., managers, supervisors, employees);
- Strategies for communication about design and implementation issues within the organizations involved;
- Degree of understanding and readiness within the USD(I) and DNI workforces;
- Mechanisms for gathering employee and managerial perceptions and concerns within the agencies and how feedback data has been used to improve the system; and
- Comparisons with the experience of other organizations that have adopted similar programs.

**Data Sources to Support Question 2.** To address this objective, the Academy will gather and analyze both primary and secondary data sources.

Primary data sources may include, but not be limited to:

- Input from managers who play key roles in implementing the system in the field, captured through interviews, focus groups or online dialogue;
- Input from supervisors who must rate employees under the new system, captured through interview, focus groups or online dialogue; and

- Input from employees who will be affected by the new system, captured through interviews, focus groups or online dialogue.

Secondary sources may include, but not be limited to:

- DCIPS change management and implementation plans;
- Training materials, including training evaluation data;
- Briefings, e-mail announcements and other forms of communication used to share information about DCIPS with the affected workforce; and
- Data and results available from NGA on the impact of its implementation of DCIPS;
- Survey data captured by USD(I) and other sources (surveys scheduled for deployment during the Academy's review).

**Question 3. Based on the current design and implementation plan, what are identifiable issues or concerns will impact career progression and diversity?**

An actual assessment of the impact of DCIPS on career progression and diversity is premature at this time since such a determination requires longitudinal data gathered over a 3-5 year span and a more comprehensive analysis than is possible in the current circumstances. The Academy can, however, examine multiple sources of input and identify issues and concerns that may have potential negative impacts on career progression and diversity under DCIPS.

In addressing this aspect of the review, the Academy will examine

- The overall soundness of the DCIPS design and implementation strategy addressed by Objectives 1 and 2;
- Data and findings from NGA and other implementation experience;
- Results of the mock-payout exercise to be conducted by USD(I); and
- Employee perceptions regarding the anticipated impact and effects of DCIPS.

This aspect of the Academy review will examine the possible impact of DCIPS on the workforce, based on findings related to the soundness of the DCIPS design and implementation strategy. The review will consider the effectiveness of the full payout process in NGA and elsewhere, and the mock payout and bonus-only payout processes in the Defense Intelligence Agency (DIA), Navy, Marine Corps and the National Security Agency (NSA). Using data provided by USD(I) from the DCIPS bonus pool and mock payout, the Academy will examine the extent to which DCIPS policies and procedures, as applied, result in fair and equitable treatment for employee groups, including minorities and veterans. In addition, the Academy will examine employee perceptions about the pending impact of DCIPS on their career progression and remuneration.

**Data Sources to Support Question 3.** To address this objective the Academy will gather and analyze both primary and secondary data sources.

Primary data sources may include, but not be limited to:

- Employee perceptions regarding DCIPS impact captured in focus groups or online dialogues (if recent or relevant survey data are not available);
- Data from the DCIPS bonus payout and mock payout supplied by USD(I);
- Findings from the Academy's assessment of Objectives 1 and 2, noting the soundness of the DCIPS design and implementation strategy.

Secondary sources may include, but not be limited to:

- Data and reports from NGA and other organizations on the impact of performance management to date on career progression, remuneration, and diversity;
- Recent surveys of employees assessing their attitudes and perceptions of DCIPS impact on career progression and diversity; and
- Literature and experience related to the impact of performance management systems on career progression and diversity considerations.

## MAJOR ACTIVITIES AND DELIVERABLES

Table 1 presents a detailed timeline of the review's major activities.

**Table 1**  
**Major Activities, Deliverables, and Timeline**

<b>Month</b>	<b>Principal Objective</b>	<b>Major Activities</b>
<i>January 2010</i>	Initiate the project & begin review of DCIPS.	<ul style="list-style-type: none"> <li>▪ Develop Work Plan</li> <li>▪ Meet with senior USD(I), IC and Congressional leaders</li> <li>▪ Hold kick-off meeting with USD(I) project staff</li> <li>▪ Initiate background research</li> <li>▪ Convene first Panel meeting</li> <li>▪ Brief Defense Human Resources Board</li> </ul>
<i>February 2010</i>	Conduct primary and secondary research to address research questions	<ul style="list-style-type: none"> <li>▪ Conduct interviews and focus groups, as appropriate</li> <li>▪ Design and conduct online forums</li> <li>▪ Benchmark other pay-for-performance systems</li> <li>▪ Analyze and synthesize findings</li> </ul>
<i>March 2010</i>	Continue primary and secondary research; prepare preliminary findings	<ul style="list-style-type: none"> <li>▪ Continue interviews and other data collection efforts</li> <li>▪ Continue secondary research</li> <li>▪ Draft preliminary findings in briefing form</li> <li>▪ Convene second Panel meeting</li> </ul>
<i>April 2010</i>	Brief preliminary findings and prepare draft report	<p><b><i>Required contract deliverable:</i></b></p> <ul style="list-style-type: none"> <li>▪ Brief preliminary findings to USD(I) on or about April 6, 2010</li> <li>▪ Conclude data collection and analysis</li> <li>▪ Prepare draft report of findings, conclusions, and recommendations</li> <li>▪ Conduct third Panel meeting</li> </ul>
<i>May 2010</i>	Submit and revise draft report	<ul style="list-style-type: none"> <li>▪ Submit draft report to USD(I) for review and comment</li> <li>▪ Product final report</li> </ul>
<i>June 1 2010</i>	Submit final report.	<p><b><i>Required contract deliverable:</i></b></p> <p>Electronic and paper copies of final report to Secretary of Defense and Congress on or before June 1, 2010</p>

**Deliverables:**

The deliverables for Phase I noted below in Table 2 reflect those stated in the Task Work Statement:

**Table 2  
Phase I Deliverables**

<b>Deliverable</b>	<b>Due Date</b>	<b>Format</b>
Non Disclosure Agreement	NLT 14 days after award to the COR; and upon personnel replacement.	Microsoft Word with original employee signature
1.1 Progress Report	Monthly, and as requested	Microsoft Word
1.2 Briefing of preliminary findings and conclusions	90 days after contract award	Power Point
1.3 Final Findings, Conclusions, and Recommendations	June 1, 2010	Microsoft Word
1.4 Expert Panel meetings	Three meetings during Phase I (January, March, and April)	

**APPENDIX A**  
**DCIPS ASSESSMENT FRAMEWORK**

Assessment Area	Overall Assessment Criteria	Indicators
<b>System Design</b>	<ul style="list-style-type: none"> <li>• The system is transparent and easy for managers and employees to understand.</li> <li>• The system adheres to merit systems principles set forth in section 2301 of title 5 of the U.S. Code.</li> <li>• The system supports the agency in achieving its mission, human capital management plans, and goals and objectives.</li> <li>• The system requires clear and frequent communications about the pay system and how it operates.</li> <li>• The system identifies the balance among the three aspects of equity: internal, external/market, and performance/contribution.</li> <li>• A performance management system that differentiates levels of performance serves as the foundation for the pay-for-performance component of the system.</li> <li>• The system is flexible and responsive to changing market conditions to meet the agency’s needs for years to come.</li> <li>• The system allows for flexibility and customization throughout organizational layers in the way a program is implemented, trained, and communicated to ensure the program fits its broad range of employees.</li> <li>• The system was designed with direct input from employees</li> </ul>	<ul style="list-style-type: none"> <li>• The extent to which DCIPS policies, procedures, and operating documents reflect the design principles set forth in the assessment criteria.</li> <li>• The extent to which the DCIPS design is aligned with best practices and lessons learned from the design of similar systems.</li> <li>• Employees’ perceptions of the soundness of the system’s design.</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<p>and managers at all levels.</p> <ul style="list-style-type: none"> <li>• A streamlined pay band evaluation/classification system is used.</li> <li>• Salary adjustments are based on individual performance, mission contribution, and prevailing changes in the non-federal sector.</li> </ul>	
<p><b>System Implementation</b></p>	<p><b><i>Preparedness: An agency’s readiness to implement an Alternative Personnel System (APS) as evidenced by:</i></b></p> <ul style="list-style-type: none"> <li>• <b>Leadership Commitment:</b> Agency leaders are actively engaged in promoting and gaining workforce acceptance of the program as well as prioritizing program implementation. Agency leaders provide appropriate resources for program implementation and are held accountable for effective execution.               <ul style="list-style-type: none"> <li>○ <i>Engagement</i>—The extent and sufficiency of senior leaders’ efforts to promote, provide information about, and gain widespread acceptance of the system across an agency workforce via leadership outreach and communication programs. Effective senior leaders: engage with the design, development, and implementation of the program; monitor the progress</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• The extent and sufficiency of senior leader participation in outreach events</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<p>of the program preparation and deployment on a regular basis and communicate progress to employees and stakeholders; participate in a variety of events such as live speeches, interviews, Congressional testimony, meetings, and conferences; communicate a vision clearly specifying how the program will impact morale, structure, organizational effectiveness, and culture; employee performance expectations, compensation, advancement opportunities, rights and legal protections; and employee-supervisor relationships. Effective senior leaders also designate executive champions to express personal support; and resolve emergent issues, including those related to organizational readiness and resources.</p> <ul style="list-style-type: none"> <li>○ <i>Accountability</i>—Agency leaders identify implementation of the system as an agency priority and play an active role in the design, development and/or implementation of the system.</li> <li>○ <i>Resources</i>—Agency leaders ensure the agency has established an appropriate organizational framework with sufficient resources and authorities to effectively design, develop, and implement the APS.</li> </ul>	<p>and senior leader communications designed to promote the program across the workforce.</p> <ul style="list-style-type: none"> <li>● The extent to which responsible senior leaders are held accountable for program implementation.</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<ul style="list-style-type: none"> <li>○ <i>Governance</i>—Agency leaders ensure a clear governance process is established for the system, including an effective mechanism for resolving conflicts and finalizing decisions, and this governance process is used to address disagreements regarding the system design, development and implementation.</li> <li>● <b>Open Communication:</b> The agency provides accurate, up-to-date information on system features and implementation plans. Active outreach efforts are undertaken to provide information to employees and to address questions and concerns. Effective mechanisms are in place for gathering and considering feedback.</li> <li>○ <i>Information Access</i>—The agency ensures that comprehensive information is available via a website accessible by all employees regarding key design features of the system, training material roll-out schedules, and other issues.</li> <li>○ <i>Outreach</i>—The agency conducts regular outreach sessions such as town hall meetings, webcasts,</li> </ul>	<ul style="list-style-type: none"> <li>● The extent to which program implementation is identified as a priority in agency strategies or other appropriate planning documents.</li> <li>● The extent to which the agency provides appropriate authority, staffing, and budget to the program management office.</li> <li>● Extent to which an agency has established and utilizes an effective mechanism for identifying and resolving critical issues associated with the program design, development, and implementation.</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<p>electronic newsletters and other information channels that provide employees with up-to-date information on the system status and issues.</p> <ul style="list-style-type: none"> <li>○ <i>Feedback</i>—The agency provides employees with an accessible mechanism for providing feedback on the APS features and issues and establishes practical procedures for considering this feedback. This system is used to capture employee suggestions for improvement and build a stronger sense of buy-in and support for the system.</li> <li>● <b>Training:</b> The agency develops and executes a comprehensive training strategy for effective training on relevant components of the program via a range of delivery methods. <ul style="list-style-type: none"> <li>○ <i>Planning</i>—The agency establishes a comprehensive training strategy that addresses the full range of components of the APS’s components, tools, and roles.</li> <li>○ <i>Delivery</i>—The agency implements the training</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>● The extent to which the program website is comprehensive and fully utilized by employees.</li> <li>● The frequency, variety, and quality of employee outreach.</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<p>strategy to ensure all employees and supervisors receive training appropriate for their role in the system, with special emphasis on ensuring supervisors acquire the performance management competencies required to administer the system effectively.</p> <ul style="list-style-type: none"> <li>• <b>Stakeholder Involvement:</b> Stakeholders are actively consulted about the program design and evaluation process and play a supportive role in the implementation.                             <ul style="list-style-type: none"> <li>○ <i>Inclusion</i>—The agency consults with a broad spectrum of key stakeholder groups to capture a wide range of perspectives regarding APS design features and to foster buy-in and support for the system across stakeholder groups.</li> </ul> </li> <li>• <b>Implementation Planning:</b> The agency establishes and implements a comprehensive planning process that coordinates activities across key work streams such as HR business processes and procedures, tools and technology infrastructure, and change management while providing mechanisms for assessing status and managing risk.</li> </ul>	<ul style="list-style-type: none"> <li>• The availability of employee feedback mechanisms and extent to which employee feedback is considered.</li> </ul> <p>The existence of a comprehensive training strategy.</p>

Assessment Area	Overall Assessment Criteria	Indicators
	<ul style="list-style-type: none"> <li>○ <i>Work Stream Planning and Coordination</i>—The agency requires an effective planning process that identifies and defines key work streams, highlights critical dependencies, provides for the management and mitigation of risk, and facilitates regular assessments of status against milestones.</li> <li>○ <i>HR Business Processes and Procedures</i>—Prior to rolling out the system, the agency documents the business processes and procedures associated with all of the components of the system, such as staffing, performance management, and pay pool administration.</li> <li>○ <i>Tools and Technology Infrastructure</i>—The agency develops appropriate technology tools and infrastructure to enable administration of the system. Key tools include the APS website, performance management system, and pay pool administration aids. The agency’s technology infrastructure allows sufficient network access and performance.</li> <li>○ <i>Structured Approach</i>—The agency develops a</li> </ul>	<ul style="list-style-type: none"> <li>● The extent to which senior leaders, supervisors, and staff receive timely, high-quality training and understand the new system.</li> <li>● Perception of training sufficiency.</li> <li>● The extent to which stakeholder groups are consulted about the program design, development, and implementation processes.</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<p>comprehensive change management strategy that includes managing the “people” side of change. The change management strategies/activities adequately address leadership commitment, communications, stakeholder management, training, and transition issues.</p> <p><i>Progress: The extent to which the agency has achieved, or is in the process of achieving, the broad human capital transformation goals associated with an APS.</i></p> <ul style="list-style-type: none"> <li>• <b>Mission Alignment:</b> The program effectively links individual, team, and unit performance to organizational goals and desired results.</li> </ul>	<ul style="list-style-type: none"> <li>• The extent to which the agency has established an effective work stream planning and coordination process to manage the program design, development, and implementation.</li> <li>• The extent to which the agency has documented roles, responsibilities, policies, and procedures for major</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<ul style="list-style-type: none"> <li>○ <i>Line of Sight</i>—The degree to which employee performance expectations are linked to agency mission. A majority of employees sampled have performance plans that included individual goals aligned with identified organizational, team, and/or supervisor goals.</li>   <li>○ <i>Accountability</i>—Identifies not only whether or not the linkage is present in performance plans, but also whether or not employees are actually accountable for achieving the defined performance expectations.</li>   <li>• <b>Results-Oriented Performance Culture:</b> The program promotes a high performing workforce by differentiating</li> </ul>	<p>elements of the program (e.g., performance management, pay pool administration, pay setting, and/or related areas).</p> <ul style="list-style-type: none"> <li>• The extent to which the DCIPS planning process provides for the design, development, and implementation of automated IT systems and tools that enable the program.</li>   <li>• The extent to which the agency establishes, maintains, and executes a comprehensive change management strategy that takes into account anticipated employee reactions and provides support as employees go through the process of accepting change.</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<p>between high and low performers and rewarding employees on the basis of performance, while effectively managing costs.</p> <ul style="list-style-type: none"> <li>○ <i>Differentiating Performance</i>--Performance ratings show variability. The distribution of performance ratings cover a full distribution of rating levels.</li>   <li>○ <i>Pay for performance</i>—The relationship between pay raises and awards/bonuses and performance rating levels. Following program implementation, there is a high association between performance ratings and salary increases and bonuses.</li> </ul>	<ul style="list-style-type: none"> <li>● Percentage of employees with performance plans with individual goals that are linked to agency mission/goals using the agency’s documented process.</li>   <li>● Perceptions of the link between employee</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<ul style="list-style-type: none"> <li>○ <i>Cost Management</i>—The extent to which reliable cost estimates are associated with decisions and the extent to which decision makers are accountable for cost management.</li>   <li>● <b>Workforce Quality:</b> The agency retains its high performers, keeps employees satisfied and committed, attracts high-quality new hires, and transitions its low performers out of the organization.</li>   <li>○ <i>Recruitment</i>—The extent to which the agency can improve its ability to recruit employees with the appropriate skills, based on perceptions of supervisory employees. The ratio of high quality to</li> </ul>	<p>work and agency mission and goals.</p> <ul style="list-style-type: none"> <li>● The extent to which individuals’ performance objectives include credible targets.</li> <li>● Perception of accountability.</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<p>total number of eligible applicants improves over time.</p> <ul style="list-style-type: none"> <li>○ <i>Flexibility</i>—The agency’s progress in providing supervisors the personnel flexibility needed to re-deploy their staff, and the extent to which this flexibility is used as indicated by: supervisors’ perception that they have the flexibility needed to respond to workload or mission changes.</li> <li>○ <i>Retention</i>—The ability of an agency to use the tools provided by the APS to help managers keep high performers and deal appropriately with low performers. Employees with high performance ratings have a lower turnover rate than employees with low performance ratings following the implementation of the program. Employees with low performance ratings have a higher turnover rate than employees with high performance ratings following program implementation.</li> </ul>	<ul style="list-style-type: none"> <li>● The extent to which rating distribution and review process appropriately differentiate levels of performance.</li> <li>● Perception that performance ratings appropriately differentiate levels of performance.</li> <li>● The extent to which pay/bonuses are linked to performance (e.g., mean pay increases and bonuses by performance level/band).</li> <li>● The perception of association between performance rating and financial reward.)</li> <li>● The extent to which decision makers have reliable estimates of costs associated with decisions (both short-term and long-term cost estimates) and the degree to which costs are in the budget.</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<ul style="list-style-type: none"> <li>○ <i>Satisfaction and Commitment</i>—Employee ratings of organizational commitment and job satisfaction.</li> <li>● <b>Implementation Plan Execution:</b> The agency demonstrates progress in implementing the program in accordance with its comprehensive planning process.                             <ul style="list-style-type: none"> <li>○ <i>Work Stream Planning and Status</i>—This element assesses the execution of the implementation process in accordance with the planning process, with attention to key work streams, critical dependencies, management and mitigation of risk, and regular assessment of status.</li> <li>○ <i>Performance Management System Execution</i>—This element provides an assessment of the extent to</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>● The extent to which reports indicate the organization is able to attract high-quality new hires.</li> <li>● The perception of organization’s ability to attract high-quality new hires.</li> <li>● Supervisors’ perception that they have</li> </ul>

Assessment Area	Overall Assessment Criteria	Indicators
	<p>which the performance management components of the APS are being implemented. The criteria require that a majority of sampled eligible employees have individual performance plans created within the identified timeframe. Also, a majority of sampled eligible employees receive an annual performance review within the identified timeframe.</p> <ul style="list-style-type: none"> <li>○ <i>Employee Support for the APS</i>—The level of employee support is indicated by employees’ perceptions that the program objectives will be achieved.</li> </ul>	<p>the flexibility needed to respond to workload or mission changes.</p> <ul style="list-style-type: none"> <li>● The extent to which reports indicate that the organization is able to retain high performers.</li> <li>● The extent to which reports indicate the organization addresses low performance.</li> <li>● The perception that poor performers are dealt with.</li> </ul>

<b>Assessment Area</b>	<b>Overall Assessment Criteria</b>	<b>Indicators</b>
		<ul style="list-style-type: none"><li>• Employees’ perception of satisfaction with their job and organization.</li><li>• Employee turnover intentions.</li> <li>• Extent to which the implementation program is consistent with the work stream planning process.</li> <li>• The percentage of employee performance plans created by the required date.</li></ul>

Assessment Area	Overall Assessment Criteria	Indicators
		<ul style="list-style-type: none"> <li>• The percentage of employees receiving an annual review.</li>   <li>• Perception that program objectives will be achieved.</li> </ul>
<p><b>System Impact</b></p>	<ul style="list-style-type: none"> <li>• <b>Career Progression:</b> DCIPS facilitates career progression based on employee performance and employee contribution to organizational goals and objectives.</li> <li>• <b>Equitable Treatment:</b> The program promotes an environment of fairness and trust for employees, consistent with the Merit Systems Principles and free of Prohibited Personnel Practices.</li> </ul>	<ul style="list-style-type: none"> <li>• The extent to which employee performance and career progression are linked.</li> <li>• Percentage of employees receiving salary increases when promotions would have otherwise occurred.</li>   <li>• The extent to which reports indicate the</li> </ul>



Assessment Area	Overall Assessment Criteria	Indicators
	<p>other actions are undertaken to make the results transparent to employees.</p> <ul style="list-style-type: none"><li>○ <i>Trust</i>—This element will assess the impact of the APS on the level of trust employees have for their supervisors as measured by perceptions of trust.</li></ul>	<ul style="list-style-type: none"><li>● Perception of trust.</li></ul>