U.S. AIR FORCE

MEMORANDUM OF AGREEMENT

BETWEEN

US Marine Corps/C4

AND

US Air Force/XI-2

SUBJECT: INFORMATION TECHNOLOGY AND COMMUNICATIONS MANAGEMENT (ITCM) CIVILIAN EXCHANGE PROGRAM

SIGNED: 20 April 2004

The Pentagon
Washington DC 20330

POC:
HQ USAF/XIPS, DSN 227-1231
HQ USMC/C4(CRP), DSN 223-3523

MEMORANDUM OF AGREEMENT

BETWEEN

DEPUTY DIRECTOR, COMMAND CONTROL COMMUNICATIONS AND COMPUTERS

AND

ASSISTANT DEPUTY CHIEF OF STAFF, WARFIGHTING INTEGRATION

Subject: MEMORANDUM OF AGREEMENT FOR THE UNITED STATES MARINE CORPS/UNITED STATES AIR FORCE (USMC/USAF) INFORMATION TECHNOLOGY AND COMMUNICATIONS MANAGEMENT (ITCM) CIVILIAN EXCHANGE PROGRAM

1. **Purpose**. The concept of a Civilian Exchange Program is to provide a vehicle to allow Marine Corps and Air Force civilian employees serving in ITCM functions an opportunity to exchange professional insight, foster career mobility, promote career development and enhance organizational ITCM practices. This agreement articulates the vision for the Civilian Exchange Program, to outline plans for an initial pilot version of the program, and to outline preliminary implementation plans beyond the pilot.

2. **Background**

   a. In an effort to improve civilian career and professional development within the Marine Corps, the Commandant of the Marine Corps initiated the civilian Community of Interest (COI) program in August of 2001. The COI program separates all Marine Corps civilians into 21 functional communities based upon occupational series. Each COI recognizes the unique and inherent career development issues surrounding functional and technical professional development. Included in the 21 communities is the Information Technology Management (ITM) COI, comprising all civilian Marine Corps employees with the following Occupational Series:

      GS-0332: Computer Operations
      GS-0335: Computer Clerk & Assistance
      GS-0390: Telecommunications Processing
      GS-0391: Telecommunications
      GS-0392: General Telecommunications
      GS-0854: Computer Engineering
      GS-1550: Computer Science
      GS-2210: Information Technology Management Specialist

b. The Air Force has a comparable program for its IT civilian workforce, known as the Communication and Information Career Program (CICP). The CICP has been in existence since 1985 and allows Air Force civilian employees working in Information Management, Visual Information, and Information Technology career fields the opportunity to register into an optional career development program. The CICP comprises a similar list of occupational series supporting IT efforts:

GS-0301: Miscellaneous Administration and Program
GS-0341: Administrative Officer
GS-0342: Support Services Administration
GS-0343: Management and Program Analysis
GS-0391: Telecommunications
GS-0854: Computer Engineering
GS-0855: Electronics Engineering
GS-1001: General Arts and Information
GS-1020: Illustrating
GS-1060: Photography
GS-1071: Audiovisual Production
GS-1084: Visual Information
GS-1515: Operations Research
GS-1520: Mathematics
GS-1550: Computer Science
GS-2210: Information Technology Management Specialist

The CICP currently has a similar exchange program with private industry, embedding their civilian IT employees in private sector companies for nine months to gain experience in developing business cases for IT investment. This program benefits the Air Force and the intent is to capture lessons and advantages gained for the government and government employees in that program.

c. Members of the Marine Corps' ITM COI identified limited career mobility as an issue that negatively impacts their personal career development. Senior members of the ITM COI recognized that a broad range of career experiences, both inside and outside the Marine Corps, contributes significantly to making them more competitive when applying for senior level positions. It is in the interest of the Marine Corps, however, to retain highly qualified civilian employees and to mitigate the risk of losing employees to other federal employment opportunities. Likewise, the Air Force has an interest in retaining highly qualified employees within their service while simultaneously expanding career enhancing to foster individual growth.

d. The inherent dichotomy between the needs of the Services and the needs of individual civilian employees engendered the idea of an exchange program with other services, military departments, or appropriate other federal agencies.

Traditional rotational programs often leave supervisors with unfilled positions for extended periods of time with the consequent negative impact to mission accomplishment and added burden to other employees forced to cover the responsibilities of the vacant position.

e. By conducting an exchange instead of using a more traditional rotation program, all parties can benefit, providing civilian employees with an opportunity to expand their professional experience and retaining qualified employees for the long term in the Marine Corps and the Air Force. The individual employees of the Marine Corps and the Air Force gain increased exposure to other federal agencies operating and management techniques. This should enhance both their career mobility and their career development. This should also help improve the COI for both the Marine Corps and the Air Force as best practices and techniques are shared.

3. Concept of Operations

a. The basic concept of the Civilian Exchange Program between the Marine Corps and Air Force is that a Marine Corps employee and an Air Force employee would exchange jobs (one per one swap) that fall within their normal commuting distance, up to 50 miles, for a period of time not to exceed 179 days. The Marine Corps employee would go to work at the respective installation and facility of the Air Force employee, and vice versa, but within the following guidelines:

(1) To execute this program within the guidelines of both the Marine Corps ITM COI and the Air Force CICP, participating employees must be GS-11 through GS-15, must have occupational series 0391, 0854, 1550, or 2210, and have the approval of their supervisor, and must have the appropriate security clearance to perform their "exchange" duties.

(2) Participating employees would, ideally, come from similar occupational series, but not always required.

(3) Participating employees would be of similar level or experience (i.e. Marine Corps GS-11 crossing with an Air Force GS-11 or GS-12 and vice versa).

(4) The USMC Information Technology Management (ITM) Community of Interest (COI) Manager and the USAF Communications and Information Career Program (CICP) Manager will select participants for the exchange program. Selection will be conducted according to all relevant and applicable Office of Personnel Management (OPM), Department of Defense (DoD), Department of the Navy (DON), United States Marine Corps, and United States Air Force (USAF) regulations.

(5) Participating employees will be authorized reimbursement for local travel mileage beyond their normal commuting distance, if applicable, by their parent service in accordance with the Joint Federal Travel Regulation.

(6) Participating employees would continue to receive pay and benefits from their parent employers.

(7) The temporary host employer will pay training expenses (i.e. classes, schools, etc.), and any necessary travel or other expenses. Travel reimbursable expenses would not include reimbursement for commute related travel, only travel to other geographic locations required for the specific job.

(8) ***Performance evaluations will be performed as per the following guidelines:***

(a) **Overall Approach -** Each employee participating in the exchange program will continue to receive performance appraisals from the supervisor in his/her originating "parent" organization according to the appraisal schedule and processes defined by that organization. For example, if an employee from MCB Quantico participates in the exchange program, and works at Bolling AFB during the exchange period, that employee will still receive his/her performance appraisal from his/her supervisor at MCB Quantico, according to the schedule and guidelines outlined by his/her supervisor.

(b) **Parent Organization Responsibilities -** However, if the participating employee has spent 30 or more days in the exchange program, the "parent" organization supervisor will be required to take into consideration input offered by the "host" organization supervisor. The "parent" organization supervisor will be expected to give that input appropriate weight dependent on the amount of the appraisal period spent by the employee in the "host" organization, pursuant to all relevant and applicable OPM, DoD, DON, USMC, and USAF regulatory guidance.

(c) **Host Organization Responsibilities -** In the event that an employee has spent 30 or more days in the exchange program, his or her "host" supervisor will be given the opportunity, via a form or forms to be designated jointly by the USMC and USAF, to offer comments on employee performance during the time that the employee spends in the "exchange" organization. Using this/these form(s), the "host" organization will be expected to provide timely and relevant input to the "parent" organization supervisor to be used in the employee's performance appraisal.

(9) The number of participants within each service will not exceed 15 during each fiscal year.

(10) The USMC and USAF will evaluate the success of the exchange program according to Measures Of Effectiveness (MOEs) to be created by USMC and USAF program administrators at a later date. Mechanisms for measuring success may include, but are not limited to, the ITTP; participant, parent, and host organization supervisor surveys; and other devices as decided by USMC and USAF program administrators. MOEs will evaluate the impact of the exchange program on individual professional development and the needs of host and parent organizations.

4. Pilot Program

a. The pilot version of the USMC-USAF exchange program will have duration not to exceed 90 days. It will involve the voluntary exchange of employees from USMC and USAF organizations located within traditional commuting distances in the National Capital Region. Program administrators may grant exceptions to this rule. Installations potentially involved may include, but are not limited to: MCB Quantico; Marine Barracks at 8th and I; the Pentagon; Andrews AFB; and Bolling AFB. The USMC ITM Community Manager and the USAF CICP Program manager will select participants according to #3, Section a., Subsection (4) above. Selection criteria may include but are not limited to, flexibility of position, suitability of individual, and consent of parent and host organization supervisors.

b. Upon the commencement of the exchange period, each participant will construct an Individually Tailored Training Plan (ITTP) with his or her "host" organization supervisor. The purpose of the ITTP will be to ensure maximum benefit of the exchange during its duration to both the participating employee and the "host" organization. The ITTP will address the participating employee's goals for individual development and the "host" supervisor's organizational performance needs. The ITTP will also be used at the conclusion of the exchange period to assist in the evaluation of the exchange program. The ITTP will **not replace or augment** any components of USMC or USAF parent organization personnel performance appraisal processes. Performance appraisals of participating employees will be conducted according to processes outlined in #3, Section a., Subsection (8) of this document.

The USMC and USAF will evaluate the success of the pilot exchange program according to Measures Of Effectiveness (MOEs) to be created by USMC and USAF program administrators at a later date. Mechanisms for measuring success may include, but are not limited to, the ITTP; participant, parent, and host organization supervisor surveys; and other devices as decided by USMC and USAF program administrators. MOEs will evaluate the impact of the

exchange program on individual professional development and the needs of host and parent organizations.

c. Determination that the pilot program has proved successful will depend on predominantly positive results in the Measures Of Effectiveness as outlined above in #4, Section b.

5. Full Implementation

a. Following determination of success for the pilot program, implementing a more extensive exchange program that includes other geographic areas in addition to the Washington D.C. area is anticipated. Likely geographical areas where employees' commuting distances will not likely exceed 50 miles include:

(1) National Capital Region

(a) Bolling Air Force Base (AFB), Washington, D.C. [26 IT Personnel]

(b) Andrews AFB, Camp Springs, MD [39 IT Personnel]

(c) Fort Detrick AFB, Fredrick, MD [3 IT Personnel]

(d) Fort Meade Air Intelligence, Odenton, MD [4 IT Personnel]

(e) Fort Belvoir AFELM, USJFCOM, VA, [6 IT Personnel]

(f) HQ USAF, Pentagon, Arlington, VA [187 IT Personnel]

(g) HQ USMC, Pentagon and Navy Annex, Arlington, VA [64 IT Personnel]

(h) Marine Barracks, 8th & I, Washington, D.C. [3 IT Personnel]

(i) Marine Corps Base (MCB) Quantico, Quantico, VA [94 IT Personnel]

(j) Direct Reporting Program Manager (DRPM) Advanced Assault Amphibious Vehicle (AAAV)
Office, Woodbridge, VA [9 IT Personnel]

(2) Hawaii

(a) Hickam AFB, Honolulu, HI [54 IT Personnel]

(b) MCB Hawaii, Honolulu, HI [13 IT Personnel]

(3) Okinawa, Japan

(a) Kadena AFB [12 IT Personnel]

(b) MCB Camp Butler [20 IT Personnel]

b. In addition to the three areas listed above, there are other Marine Corps and Air Force bases and stations that may exceed a participant's commuting distance above 50 miles, but may still be considered for valuable exchange opportunities. Approval for exchanges in these areas will be made by the Marine Corps ITM COI Manager and the Air Force CICP Program Manager on a case-by-case basis and will be limited by available funding. These areas include:

(1) Virginia

(a) Langley AFB, Hampton VA [186 IT Personnel]

(b) MARFORLANT, Norfolk, VA [2 IT Personnel]

(2) Missouri/Kansas

(a) Whiteman AFB, Knob Noster, MO [15 IT Personnel]

(b) Marine Corps Reserve Support Center, Kansas City, MO [15 IT Personnel]

(c) Marine Corps Support Activity, Kansas City, MO [28 IT Personnel]

(d) Shawnee MCD, Shawnee, KS [11 IT Personnel]

(3) Delaware/New Jersey/Pennsylvania

(a) McGuire AFB/Fort Dix, Wrightstown, NJ [28 IT Personnel]

(b) Dover AFB, Dover, DE [19 IT Personnel]

(c) Willow Grove ARS, Hatboro, PA (about 20 miles from MCD Philadelphia) [16 IT Personnel]

(d) 4th Marine Corps District (MCD), Philadelphia, PA [10 IT Personnel]

(4) North Carolina

(a) Pope AFB, Fayetteville, NC [14 IT Personnel]

(b) Seymour-Johnson AFB, Greensboro, NC [19 IT Personnel]

(c) MCB Camp Lejeune, Jacksonville, NC [59 IT Personnel]

(d) Marine Corps Air Station (MCAS) New River, Jacksonville, NC [8 IT Personnel]

(e) MCAS Cherry Point, Havelock, NC [38 IT Personnel]

(5) South Carolina

(a) Charleston AFB, North Charleston, SC (about 75 miles to MCRD Parris Island, about 70 miles to MCAS Beaufort) [26 IT Personnel]

(b) Marine Corps Recruit Depot (MCRD) Parris Island, Parris Island, SC [18 IT Personnel]

(c) MCAS Beaufort, Beaufort, SC [10 IT Personnel]

(6) Georgia

(a) Moody AFB, Valdosta, GA (about 78 miles to MCLB Albany) [11 IT Personnel]

(b) Robins AFB, Macon, GA (about 105 miles to MCLB Albany) [190 IT Personnel]

(c) MCLB Albany, Albany, GA [63 IT Personnel]

(7) California, Southern

(a) Los Angeles AFB, El Segundo, CA [28 IT Personnel]

(b) March ARB, Sunny Mead, CA [34 IT Personnel]

(c) Edwards AFB, Rosamund, CA [55 IT Personnel]

(d) MCB Camp Pendleton, Oceanside, CA [172 IT Personnel]

(e) MCAS Miramar, San Diego, CA [21 IT Personnel]

(f) MCRD San Diego, San Diego CA [11 IT Personnel]

(g) MCLB Barstow, Barstow, CA [27 IT Personnel]

(8) California, Northern

(a) Travis AFB, Fairfield, CA [35 IT Personnel]

(b) Dublin NGB, Dublin, CA [1 IT Person]

(c) 12th MCD, San Francisco, CA [11 IT Personnel]

(9) Mississippi/Louisiana

(a) Keesler AFB, Biloxi, MS [36 IT Personnel]

(b) 8th MCD and Marine Forces Reserve, New Orleans, LA [13 IT Personnel]

c. Full scale implementation will be similar to the pilot program in terms of looking for volunteers in the same geographic areas interested in participating in the exchange program that are in sufficiently similar occupational series and nearly the same grade level (either the same, one above or one below on the Government Service scale GS-1 thru GS-15).

d. *The USMC and USAF will evaluate the continued success of the USMC-USAF ITCM Civilian Exchange Program via the use of Measures Of Effectiveness (MOEs) as outlined in #3, Section a., Subsection (10) of this document..*

6. Nominal Timeline

a. A nominal timeline for the execution of the pilot program will include the following.

(1) Beginning July 2003, development, coordination and staffing approval of program by both the USAF and the USMC

(2) 15 May 2004 through 30 June 2004 – identify suitable volunteers for pilot. The USMC ITM COI Manager will select pilot participants for the Marine Corps. The USAF CICP Manager will select pilot participants for the Air Force

(3) 31 August 2004 through 31 November 2004– Participants exchange positions.

(4) 15 December 2004 through 15 January 2004 – USMC ITM COI Manager and USAF CICP Manager analyze survey results and present findings to functional leadership.

b. A nominal timeline for full implementation of the program will include the following:

(1) 1 February 2005 – HQMC and HQ USAF release message-announcing program and solicit volunteers from each service, respectively.

(2) 1 April 2005 – Each service builds pool of qualified exchange candidates.

(3) 1 May 2005 – USMC ITM COI Manager and USAF CICP Manager commence exchanges as suitable on a case-by-case basis.

7. **Program Expansion/Extension.** Expansion of the program to include exchange programs with the IT civilian employee communities at other federal agencies and military services should be explored. Further expansion could further enhance the benefits of the program to both the individual employees and the participating organizations. It would also allow expansion of the program beyond a small number of locales where Air Force and Marine Corps installations are collocated. Many other Air Force and Marine Corps installations are sufficiently close to the bases of other military services or to other major federal agency installations that could allow for potential exchanges.

8. **Recommendation.** Upon approval of this memorandum of agreement, the Marine Corps ITM Civilian Community of Interest Manager (within HQMC C4) and the Air Force CICP Program Manager (within AFPC) will market the pilot to eligible employees in the Washington D.C. area to solicit volunteers. Ideally four volunteers (two from each service) with exchangeable positions will be found from each service to initiate the pilot study. It is anticipated that it will take four weeks from approval to obtain the volunteers and commence the pilot program. A decision for full implementation would then follow analysis of performance of the pilot and would be made by the Deputy Director C4 and the Assistant Deputy Chief of Staff, Warfighting Integration.

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