

Core Competencies



Project Managers Implementing Financial Systems in the Federal Government

**EXPOSURE
DRAFT**

DECEMBER 2000

A Joint Project of the
Chief Financial Officers Council and the
Joint Financial Management Improvement Program

JFMIP- ET- 01- 01

U.S. GOVERNMENT CHIEF FINANCIAL OFFICERS COUNCIL

The members of the U.S. Government Chief Financial Officers (CFO) Council—the CFOs and Deputy CFOs of all the 24 largest Federal agencies and senior officials of the Office of Management and Budget and the Department of the Treasury—work collaboratively to improve financial management in the U.S. Government. The CFO Council has become a strong force for active cooperation among agencies dealing with common problems. Its composition of both political appointees and senior career civil servants ensures collaboration and continuity of effort.

Under the Chief Financial Officers Act of 1990, the CFO Council was established to advise and coordinate the activities of the agencies of its members on such matters as consolidation and modernization of financial systems, improved quality of financial information, financial data and information standards, internal controls, legislation affecting financial operations and organizations, and other financial management matters.

The CFO Act legislated broad authority for each CFO to oversee all financial management activities relating to the programs and operations of the agency. With this authority, the CFO will ensure that sound financial management practices are applied in all organizational components of his or her agency and that modern automated financial systems and tools are used. Specific CFO authority varies agency by agency, but may include some or all of the following financial and general management components: budget formulation and execution, facilities or property management, financial operations and analysis, financial systems, grants management, information resources management, personnel, and procurement. Information of the CFO Council can be found at its website: www.financenet.gov/financenet/fed/cfo/cfo.htm.

JOINT FINANCIAL MANAGEMENT IMPROVEMENT PROGRAM

The JFMIP is a joint and cooperative undertaking of the U.S. Department of the Treasury, the General Accounting Office, the Office of Management and Budget, and the Office of Personnel Management working in cooperation with each other and other agencies to improve financial management practices in government. The Program was given statutory authorization in the Budget and Accounting Procedures Act of 1950 (31 USC 65). Leadership and program guidance are provided by the four Principals of the JFMIP—Comptroller General of the United States, Secretary of the Treasury, and the Directors of the Office of Management and Budget, and the Office of Personnel Management. Each Principal designates a representative to serve on the JFMIP Steering Committee, which is responsible for the general direction of the Program. The JFMIP Executive Director, and a program agency representative are also on the Steering Committee.

The Program promotes strategies and guides financial management improvement across government; reviews and coordinates central agencies' activities and policy promulgations; and acts as catalyst and clearinghouse for sharing and disseminating information about good financial management practices. This information sharing is done through conferences and other educational events, newsletters, meetings with interagency groups and agency personnel and through JFMIP website.

The JFMIP assists Federal agencies in improving their financial systems through its Program Management Office. The objectives of the Office are to develop system requirements, communicate and explain Federal and agency needs, provide agencies and vendors information to improve financial systems, ensure that products meet relevant system requirements, and simplify the procurement process. Information on JFMIP can be found at its website: www.jfmip.gov, or call (202) 219-0526.

JOINT FINANCIAL MANAGEMENT
IMPROVEMENT PROGRAM



1990 K Street NW
Suite 430
Washington, DC 20006

MEMORANDUM

Date: December 6, 2000

To: Senior Financial Officials

From: Executive Director, JFMIP -- Karen Cleary Alderman

Subject: Comments on Core Competencies for Project Managers

The Chief Financial Officers (CFO) Council's Financial Systems Committee and Human Resources Committee worked with JFMIP to develop the attached exposure draft of *Core Competencies for Project Managers Implementing Financial Systems in the Federal Government*.

One of the priorities of the CFO Council is to improve financial performance through better financial management systems. With the budget for Federal financial system over \$2.4 billion, there is a need to ensure that new systems are successfully implemented by a highly qualified workforce. One critical factor is having a project manager who has the skills and knowledge needed to successfully implement financial management system software packages.

The CFO Council Committees and JFMIP have collaborated on developing core competencies--knowledge, skills, and abilities--for occupations critical to financial management systems. This document is part of a series of core competency documents for financial management personnel, including financial system analysts and information technology personnel implementing financial systems. These documents can be downloaded from JFMIP website: www.jfmip.gov.

We request that you review this document and provide written comments by February 16, 2001. Comments should be sent to:

JFMIP
1990 K Street NW, Suite 430
Washington, DC 20006.

Attachment

Principals
David M. Walker
Comptroller General of the U.S.

Lawrence H. Summers
Secretary of the Treasury

Jacob Lew
Director
U.S. Office of Management and Budget

Janice R. Lachance
Director, U.S. Office of Personnel
Management

Steering Committee
Jeffrey C. Steinhoff (Chair)
Managing Director
U.S. General Accounting Office

Donald V. Hammond
Fiscal Assistant Secretary
Department of the Treasury

Joseph L. Kull
Deputy Controller
U.S. Office of Management and Budget

Kathleen M. McGettigan
Chief Financial Officer
U.S. Office of Personnel Management

William B. Early, Jr.
Chief Financial Officer
General Services Administration

Karen Cleary Alderman
Executive Director, JFMIP

FOREWORD

One of the priorities of the Chief Financial Officers (CFO) Council is to improve financial performance through better financial management systems. With new financial management systems being implemented in the next 5 years, it is crucial that the Federal government has a qualified workforce with the right mix of skills to successfully implement financial systems. A key factor is having a well-qualified project manager to lead this effort.

The Financial Systems Committee and Human Resources Committee of the CFO Council worked with the Joint Financial Management Improvement Program (JFMIP) in identifying the knowledge, skills and abilities for project managers implementing financial management systems. This document, *Core Competencies for Project Managers Implementing Financial Systems in the Federal Government*, identifies competencies in three areas: financial management, human resources, and technical. Pursuit of these competencies will enable project managers to meet the challenges of today's changing environment and prepare for the future.

Project managers' leadership competencies, those personal and professional attributes critical to successful performance, must also be considered. The Office of Personnel Management (OPM) has issued the *Leadership Effectiveness Framework (LEF)*, which defines 27 competencies that are important for effective performance in all leadership levels within the Federal government. OPM also identified five fundamental executive qualifications. These are posted on the OPM website <http://www.opm.gov/ses/html/ecq4.htm>.

In 1998, the CFO Council approved the *Statement of Principles for Federal Financial Education and Training* (Appendix A). This document encourages the use of core competency profiles for financial management occupations and should be used in conjunction with the core competencies documents listed in Appendix B. All of the core competencies documents, which are posted on the JFMIP website <http://www.jfmip.gov>, promote a better understanding of human resources development in the Federal government.

We would like to thank and acknowledge the major contributors who contributed toward the completion of this document (Appendix D). We will be working with the CIO Council and program managers to continue to ensure the successful implementation of financial systems. We have included in this document a *Generic Individual Development Plan Guide* to assist agencies in planning the professional development of their personnel (Appendix E).

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CHIEF FINANCIAL OFFICERS COUNCIL AND JOINT FINANCIAL MANAGEMENT IMPROVEMENT PROGRAM

Core Competencies for Project Managers Implementing Financial Systems in the Federal Government

DECEMBER 2000

INTRODUCTION

One of the priorities of the Chief Financial Officers (CFO) Council is to improve financial performance through better financial management systems. Federal agencies must use financial management systems effectively to provide timely and accurate financial information to managers to determine the costs of their program services and products in an environment that is increasingly characterized by business-type analysis and program evaluation. Cooperation among program managers, financial managers, and system developers is critical to the successful implementation of financial management systems in the federal government.

The CFO Council and the Joint Financial Management Improvement Program (JFMIP) have collaborated on defining and documenting core competencies—knowledge, skills, and abilities—for occupations critical to financial management systems.¹ This document defines the core competencies necessary for a project manager responsible for implementing a financial management system in the federal sector. Agencies may use this document as a guide for the recruitment, classification, and professional development of such project managers.

The document was developed by an interagency team with representatives from the CFO Council's Financial Systems and Human Resources committees and from JFMIP. In developing the document, the team referenced *A Guide to Project Management Body of Knowledge (PMBOK)*.² The team also acknowledges the

¹ To date, the CFO Council and JFMIP have published *Core Competencies for Financial Systems Analysts in the Federal Government* and *Core Competencies in Financial Management for Information Technology Personnel Implementing Financial Systems in the Federal Government*.

² Project Management Institute, *A Guide to Project Management Body of Knowledge (PMBOK)*, William R. Duncan, Director of Standards, PMI Standards Committee. Available from www.pmi.org.

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many individuals who shared how they successfully implemented financial systems at federal agencies.

FINANCIAL MANAGEMENT COMPETENCIES

Successful implementation of a new financial system frequently hinges on the project manager. Across government, no consistent method exists for selecting a project manager. However, there is general agreement on many of the necessary competencies for the project manager. A typical problem with project management for financial system implementation is the need for very specialized skills and knowledge—both an in-depth knowledge of the agency implementing the system and a basic understanding of system and information technology, software life-cycle development, financial systems requirements and financial management. The ability to lead an analysis of the current financial processes and to reengineer or redesign existing processes to fit the financial system functionality are also important competencies to possess. The project manager must also have a basic understanding of Federal accounting concepts and standards and specific agency accounting policies and procedures. He/she must also be familiar with internal control reviews, financial statement preparation, and audit reviews, and must have a basic understanding of the necessary feeder systems and interfaces.

Financial Management/Accounting Principles and Practices

An understanding of both financial management and accounting principles and practices is an important area of knowledge for the project manager. The project manager should have a general understanding of accounting practices, operations, and procedures. This includes an understanding and knowledge of

- ◆ methods of accounting, including accrual, obligation, and cost methods;
- ◆ Federal accounting concepts and the budgetary process;
- ◆ Federal financial reporting;
- ◆ Federal financial/accounting standards and internal agency fund control practices; and
- ◆ Federal financial systems requirements.

In addition to understanding Federal accounting practices, the project manager must understand agency accounting policies and procedures. That understanding must include a knowledge of the agency/organization accounting policies and procedures and agency financial reporting.

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Federal Financial System Requirements

Government financial system requirements support many laws and regulations. It is therefore extremely important for the project manager to understand federal financial management systems requirements issued by central agencies, including JFMIP, Treasury, and the Office of Management and Budget (OMB). The manager must also be able to identify and interpret planning requirements resulting from major legislative and administrative changes as they apply to the incumbent's financial systems (Treasury Financial Manual, OMB circulars, and so forth).

Federally mandated requirements must also be supplemented by an understanding of agency requirements. The manager must have a working knowledge of agency financial management systems functions. This includes a basic understanding of the functional processes of the financial management systems being supported.

Functional requirements are not the only system requirements that must be understood. The project manager must also understand the agency financial management system's architecture through a general knowledge of the technical design structure supporting the agency financial management systems.

Financial Management Control

Financial management controls are vital to the usefulness and integrity of the data in a system. The Federal government, through OMB circulars, has set and defined management control requirements. The manager must understand these requirements and the importance of a strong system of management controls. This includes the ability to establish management controls through identifying and implementing appropriate general and application controls. It is also important that the manager be able to understand and implement management controls that reasonably ensure that

- ◆ financial integrity is maintained for the recording of transactions and the recording of results;
- ◆ transactions are executed in accordance with management's general or specific authorization; and
- ◆ resources are safeguarded against waste, loss, and misuse.

Understanding and implementing management controls also includes the ability to assess, improve, and correct them. To accomplish this, the manager must be able to monitor and evaluate systems of management controls, identify deficiencies, and assist in correcting the deficiencies.

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Business Process Analysis and Redesign

Implementation of a financial system invariably includes a need to analyze and redesign business processes. This can occur for a variety of reasons including new technologies or regulations.

To properly handle business process analysis, the project manager must understand the agency in question, most notably through knowledge of the agency

- ◆ structure, mission, functions, and major components; and
- ◆ strategic plan and strategy for change.

In addition to understanding the agency, the manager must be able to evaluate financial processes/systems through knowledge of the tools and techniques used to analyze processes and the cost of specific practices and procedures. The project manager must also have knowledge and understanding of the tools used in reengineering to be able to develop alternatives for improving or redesigning agency processes and systems.

HUMAN RESOURCES COMPETENCIES

In the field of human resources, the project manager must have experience in managing and communicating effectively with a wide variety of people. Key human resources competencies for project managers are leadership, change management, communication, negotiating, team building, decision making, and problem solving. They are described below.

Leadership

An ability to lead is clearly one of the most important competencies a project manager must have. A lack of leadership qualities can readily result in the failure or delay of the financial system implementation. As such, the project manager must be able to set goals and objectives. The manager must then be able to identify and implement the steps necessary to achieve them. Working closely with the customer, the project manager must have the skill necessary to translate the customer's expectations into a practical vision for the project. In addition, since the project manager does not work alone, he/she must be able to influence and motivate team members and to change leadership styles depending upon the situation.

The following leadership qualities are essential: drive, ability to take risks, experience with the type of project at hand, technical knowledge, and sense of the "big picture." In addition, a project leader must be able to manage change, communicate effectively, build consensus using influencing/negotiating skills and team-building skills, and solve problems and make decisions. These competencies are discussed in more detail in the following subsections.

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Change Management

In general, the principal, typically a chief financial officer, is responsible for managing the changes required for the effective implementation of a new financial system. However, the principal usually is not involved in the day-to-day aspects of the implementation and must rely on the project manager. Therefore, the project manager must have the ability to guide and handle change.

Frequently, the systems implementation will affect and change existing procedures and methods of accomplishing various tasks. The project manager must be able to identify how the users of the system will react to the changes and must be able to effectively inform the principal how the implementation will impact the organization. Similarly, the project manager must be able to explain to staff members how the changes will affect them and, more important, how the changes benefit the organization. In addition, the project manager must anticipate changes and plan accordingly.

Communication Skills

Communicating with project participants is a necessary skill. The project manager must be proficient in all different types of communication. A key component of this skill is the ability to recognize each individual's communication style and adapt to it easily. This ability enables the project manager to influence different types of individuals, which in turn makes getting the job done much easier. A project manager must also exhibit active listening skills and be able to communicate effectively, both orally and in writing, to all organizational levels. Finally, the project manager must be able to prepare reports documenting achievements for presentation to management.

Influencing/Negotiating Skills

The ability to negotiate and, when necessary, act as a coach is an important competency. This role includes providing feedback to the team and stakeholders. The project manager must be able to learn the strengths and weaknesses of individual team members by observing them as they work together, and he/she must be able to use the team members to complement and support each other.

Team-Building Skills

The project manager must be a leader at the top handing out orders to the team, but must also work alongside the team and participate actively with it. One key aspect of this participation is encouraging and facilitating a cooperative environment. To ensure a cooperative environment, the manager should work with the team as a whole to achieve its goals and objectives.

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Teams, by their very nature, tend to be heterogeneous. Working with a diverse group of people is challenging and can be difficult. The project manager must therefore be able to integrate individuals from many disciplines into an effective team, coach the team, and lead brainstorming sessions.

Leading a team also requires the ability to gain a consensus. Not all team members will necessarily be in complete agreement, so the project manager must be able to persuade all team members to cooperate and to accept the recommendations of others. In other words, the project manager must be able to negotiate to find mutually agreeable solutions.

Problem Solving and Decisiveness

During a system implementation, problems will inevitably surface. These problems can range from basic staffing decisions to major vendor disagreements over a contract. The project manager must be able to identify the specific problem and to use sound judgment to develop alternative solutions and make recommendations.

Making recommendations is only part of the competency. Decisions must be made, and frequently they are not major enough to require a principal. Therefore, the project manager must be able to make sound, well-informed, decisions. Making such decisions requires that the manager be able to determine the impact and implications of the decision and commit to the necessary actions to accomplish the project goals and objectives.

TECHNICAL COMPETENCIES

Key technical competencies for project managers are project integration management, time management, cost management, quality management, risk management, and procurement management skills.

Project Integration Management

At the start of any large system implementation, particularly a financial system, the project manager must be able to develop a comprehensive project plan that integrates all of the objectives necessary to complete the task. According to PMBOK, project integration management seeks to ensure that the various elements of the project are properly coordinated. It involves making tradeoffs among competing objectives and alternatives to meet or exceed stakeholder needs and expectations. Project integration management includes

- ◆ taking the results of other planning processes and putting them into a consistent, coherent document;

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- ◆ carrying out the project plan by performing the activities included in it; and
- ◆ coordinating changes across the entire project.

The project manager can develop a project plan using a variety of methods, but to prepare the detailed project schedule, the manager should be familiar with tools such as project management software. The schedule must include all necessary details for project tracking. As part of project integration, the manager must define the project's business objectives, goals, deliverables, assumptions, constraints, and implementation phases. The manager must be able to recognize and obtain the resources necessary to complete the implementation. (The manager must also be able to evaluate performance and provide the necessary feedback to team members and managers.)

Although developing the project plan is an important aspect of project integration, the manager must also be able to fully coordinate the implementation with all affected program offices. In addition, because project plans may be written and then ignored, an important competency is the ability to manage the execution of tasks in accordance with the project plan. Managing the execution of tasks also includes the ability to coordinate changes that may occur as the project progresses. Without this ability, project integration can fail.

Time Management

Without proper time management, a financial system implementation can easily take much longer than initially estimated. When this occurs, the risk of project failure increases dramatically. The project manager must be able to ensure that the project is completed on time. According to PMBOK, project time management includes

- ◆ identifying the specific activities that must be performed to produce the various project deliverables;
- ◆ identifying and documenting interactivity dependencies;
- ◆ estimating the number of work periods needed to complete individual activities;
- ◆ analyzing activity sequences, activity durations, and resource requirements to create the project schedule; and
- ◆ controlling changes to the project schedule.

To keep the project on time, the manager must be able to ensure that all of the project tasks identified in the project plan are implemented and completed on time and as estimated. When necessary, the project manager must be able to update the project schedule to reflect new task completion time estimates. In addition, the

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manager needs to be able to develop a schedule control change system and take the actions necessary to ensure that all commitments are completed as planned or are rescheduled.

Cost Management

Frequently cited problems in financial systems implementations are related to costs; project costs may be underestimated or the project goes over budget. The project manager must be able to ensure that the project is completed within the approved budget. According to PMBOK, project cost management includes

- ◆ determining what resources (people, equipment, materials) and what quantities of each should be used to perform project activities;
- ◆ developing an approximation (estimate) of the costs of the resources needed to complete project activities;
- ◆ allocating the overall cost estimate to individual work items; and
- ◆ controlling changes to the project budget.

In developing the initial budget, the manager must be able to provide the supporting detail for the cost justifications and the timing for project fund expenditures. When the manager finds that the cost schedule is not being followed, he/she must be able to take the necessary action to maintain the agreed-upon cost schedule and document all cost changes that occur during the project. In addition, several competencies are related to keeping the project within budget, including the ability to perform resource planning, cost estimation, and cost control.

Quality Management

The project manager must be able to manage the quality of the project to ensure that it satisfies the needs and objectives for which it was undertaken. According to PMBOK, project quality management includes

- ◆ identifying which quality standards are relevant to the project and determining how to satisfy them;
- ◆ regularly evaluating overall project performance to provide confidence that the project will satisfy the relevant quality standards; and
- ◆ monitoring specific project results to determine if they comply with relevant quality standards and identifying ways to eliminate causes of unsatisfactory performance.

The manager must develop and implement a quality assurance program based on a series of plans covering quality management (which should identify the quality

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standards), quality assurance, and quality control. After the plans are developed, the manager must be able to implement the quality assurance program as a means of measuring the project quality against defined standards. Finally, the manager must be able to provide management reports on quality and, more importantly, must take the necessary action when quality performance is below the standards.

Risk Management

The project manager must thoroughly understand the various risks that may affect the implementation and must be prepared to manage risks if they develop. Risks may be internal or external. Internal risks are things that the project team can control or influence, such as staff assignments and cost estimates. External risks are things beyond the control or influence of the project team, such as market shifts or government action.

According to PMBOK, project risk management comprises the processes concerned with identifying, analyzing, and responding to project risk. It includes maximizing the results of positive events and minimizing the consequences of adverse events. The processes include

- ◆ determining which risks are likely to affect the project and documenting the characteristics of each;
- ◆ evaluating the risks and risk interactions to assess the range of possible project outcomes;
- ◆ defining enhancement steps for opportunities and responses to threats; and
- ◆ responding to changes in risk over the course of the project.

To mitigate possible risks, the project manager must be able to develop a risk management plan. The plan must identify and document the risks that are likely to affect the outcome of the project. The manager must also be able to evaluate and quantify each risk and assess the range of possible outcomes. In other words, the manager must be able to distinguish between high-risk problems from low-risk problems. In many cases, the risk may not warrant a response, but when the risk is significant, the manager must be able to develop a risk response plan and take the necessary actions to mitigate the risks in accordance with the risk management plan.

Procurement Management

Procurement management is another core competency for the project manager. According to PMBOK, project procurement management comprises the processes required to acquire goods and services from outside the performing organization.

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The processes include

- ◆ determining what to procure and when;
- ◆ documenting product requirements and identifying potential sources;
- ◆ obtaining quotations, bids, offers, or proposals as appropriate;
- ◆ choosing from among potential sellers;
- ◆ managing the relationship with the seller; and
- ◆ completing and settling the contract, including resolution of any open items.

The manager must be able to determine the need for the goods and services required by the project, develop an acquisition plan, solicit competition, and select sources. The acquisition plan documents what goods and services are needed and when they will be needed during the project life cycle. The manager needs to be able to develop solicitation materials including statements of work and evaluation criteria to ensure that the goods and services are procured by the most effective and efficient means and are available when needed by the project.

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Appendix A

CHIEF FINANCIAL OFFICERS COUNCIL STATEMENT OF PRINCIPLES FOR FEDERAL FINANCIAL EDUCATION AND TRAINING

The Federal financial management community must make substantial investments in professional development of its workforce in order to successfully meet requirements for financial services and integrity. Well-designed and delivered education and training programs are critical to developing and maintaining the required level of technical, professional and managerial expertise for Federal financial management.

The following principles apply to planning and evaluating education and training programs for Federal financial management.

Quality and Accreditation

Education and training providers should meet the standards for accreditation or certification that are appropriate for their course offerings. Providers should have an on-going process to assess and enhance the relevancy, currency and technical soundness of course content. These assessments should draw from customer as well as internal evaluations. Instructors should be evaluated for their effectiveness in communicating course content.

Core Competency Profiles

Education and training courses should demonstrate, in an affirmative manner, that each course is consistent with the core competency profiles for financial management occupations that have been identified by the CFO Council and published in partnership with the JFMIP. Where appropriate, practical application of course material to the Federal financial management environment should be emphasized.

Delivery

Education and training providers should provide flexible, effective alternative methods of course delivery, including on-site classroom, distance learning, self-study, etc., in order to meet the diverse needs of agencies and students.

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APPENDIX B

CORE COMPETENCIES DOCUMENTS ISSUED FOR VARIOUS DISCIPLINES

Core Competencies in Financial Management for Program Managers in the Federal Government

Core Competencies for Financial System Analysts in the Federal Government

Core Competencies in Financial Management for Information Technology Personnel Implementing Financial Systems in the Federal Government

Core Competencies in Financial Management for Management Analysts and Financial Specialists in the Federal Government

Core Competencies for Accountants

Core Competencies for Budget Analysts

Core Competencies for Financial Managers

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APPENDIX C

LIST OF ABBREVIATIONS

CFO Council	Chief Financial Officers Council
JFMIP	Joint Financial Management Improvement Program
OMB	Office of Management and Budget
OPM	Office of Personnel Management
PMBOK	Project Management Body of Knowledge

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APPENDIX D

CONTRIBUTORS TO CORE COMPETENCIES FOR PROJECT MANAGERS IMPLEMENTING FINANCIAL SYSTEMS IN THE FEDERAL GOVERNMENT

Doris Chew, Joint Financial Management Improvement Program (Team Leader)
Daniel Address, Logistics Management Institute
Patricia Clark-Duncan, Department of Labor
Joanne Dant, Oversea Private Investment Corporation
William Foster, Department of Education, Executive Potential Program
Marla Goodwin, Farm Credit Administration, Executive Leadership Program
Mary Hartman, Office of Personnel Management, Executive Potential Program
Mark Holdrege, Department of Commerce, Bureau of the Census
Janet White Laytham, Department of Labor
Alice Sabatini, CFO Fellow, Environmental Protection Agency
John Sander, Department of State
Susan Smith, Logistics Management Institute
Deborah Staton-Wright, Department of Labor
Monica Taylor, Department of the Interior

This document was developed under the auspices of the CFO Council Financial Systems and Human Resources Committees and JFMIP:

R. Schuyler Leshner, Deputy Chief Financial Officer, Department of the Interior and Chair, CFO Council Financial Systems Committee

Kenneth M. Bresnahan, Chief Financial Officer, Department of Labor and Chair, CFO Council Human Resources Committee

Karen Cleary Alderman, Executive Director, JFMIP

APPENDIX D D R A F T

Generic Individual Development Plan Guide For Fiscal Year

A. Name: _____ B. Date: _____

C. Job Series, Grade and Title: _____ D. Supervisor's Name: _____

(To complete this form, refer to the appropriate Financial Management Core Competencies Document.)

E. Core Competencies/Learning Objectives (Knowledge of, Ability to Use, or Skill in Using)	G. Developmental Activities - Description with Training Priority Essential = A Needed = B Helpful = C	H. Type of Development Activity(ies) C. Course J. On-the-Job Training D. Detail S. Self-Development O. Other (specify)	I. Dates	J. No. Hours	K. Cost	L. Supervisor's Assessment
E1. Name of Core Competency Category(ies):						
F. Competency(ies) to be developed:						
1.						
2.						
3.						

M. Employee's Signature: _____ Date: _____ Supervisor's Signature: _____ Date: _____

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