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Strategic Recruitment for Government

Ten Innovative Practices for Designing, Implementing, and Measuring Recruitment Initiatives in Government

A Report By

The Performance Institute

The Performance Institute

Dear Government Executive:

Wanted: 200,000 new employees for the federal government in the next two years.

Federal agencies have traditionally engaged in a "spray and pray" approach to recruiting staff, wherein the age-old practice of filling empty seats has been the focus of recruitment and hiring initiatives. Yet, the underlying roots of the federal government's human capital challenge demonstrate that merely focusing on "recruiting more bodies" is not the entire answer.

Indeed, successful recruitment in government boils down to a complex formula: get the right people…in the right position…at the right time…with the right skills…to perform the right role…to achieve the agency's mission. That's a lot of "rights" to get right.

The two-year-old downturn in the economy has provided but a temporary reprieve from the federal government's human capital challenges. By the end of 2005, 40 percent of all federal workers, and 71 percent of senior executives, will be eligible to retire. If the federal government is to meet its human capital challenges head on, it must make government service attractive to quality workers, streamline its hiring procedures, create flexible and rewarding work environments, offer market-based pay, and recognize and reward individual performance.

This project has a clear goal: broaden the dialogue on the human capital crisis by identifying and documenting "successes" agencies are having in defining and implementing their recruitment initiatives. From that catalogue of agency "successes," this report identifies ten "Innovative Practices" for designing and evaluating effective recruitment initiatives—complete from the use of emerging recruitment flexibilities to the commitment of agency financial resources to attract the quality workforce needed for its mission.

Another critical focus of the project is to identify and examine how federal agencies are using performance measures to evaluate the success of recruitment initiatives and document the return on investment from use of flexibilities and other recruitment incentives. Unfortunately, the results of this report reveal that many agencies are implementing recruitment initiatives without information on their effectiveness or the results that they generate. Most strategic recruitment initiatives are not backed by a solid business case since the majority of the agencies have yet to establish a comprehensive performance measurement system for evaluating recruitment success.

By providing this progress report on performance-based recruitment in government, our goal is to focus policymaker attention on demanding results from recruitment investments, stimulate more effective recruitment planning and measurement in each agency, and ensure that each agency is indeed equipped with an appropriate workforce size and skill base to fulfill its mission.

Sincerely,



Carl D. DeMaio
President
The Performance Institute

Table of Contents

Executive Summary 5

Chapter 1: Project Objectives and Rationale 9

Chapter 2: Recruitment as Part of the Strategic Management of Human Capital in Government 13

Chapter 3: 10 Innovative Practices for Designing, Implementing and Measuring Strategic Recruitment Initiatives in Government 19

- Practice 1: Adopting a Truly "Performance-based" Approach to Human Capital Planning 20
- Practice 2: Promoting Government Service through Effective Branding and Marketing of Agency "Mission" 25
- Practice 3: Streamlining Hiring Processes and Creating "Quality of Life" Flexibilities 27
- Practice 4: Designing Tailored Strategies to Recruit Specific Skills Sets 31
- Practice 5: Providing for Market-based and Performance-based Pay in Government 33
- Practice 6: Using Internships, Fellowships, and Alternative Staffing Solutions 35
- Practice 7: Cultivating Leadership through Candidate Development Programs and Strong Senior Executive Evaluation Systems 37
- Practice 8: Promoting Workforce Diversity 39
- Practice 9: Outsourcing Some Recruitment Activities 42
- Practice 10: Measuring Recruitment Success 44

Appendix: Agency Case Studies 53

- Department of Agriculture 55
- Department of the Army 56
- Department of Commerce 58
- Department of Defense 61

Department of Health and Human Services 62
Department of Housing and Urban Development 64
Department of the Interior 65
Department of Justice/Immigration and Naturalization Service 68
Department of Labor 70
Department of the Navy/Naval Air Systems Command 71
Department of State 73
Department of Transportation/Federal Highway Administration 75
Department of the Treasury 77
Department of the Treasury/Internal Revenue Service 78
Department of Veterans Affairs 81
The Environmental Protection Agency 82
General Services Administration 84
National Aeronautics and Space Administration 85
National Science Foundation 87
Nuclear Regulatory Commission 89
Social Security Administration 91

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Executive Summary

For the past several years, there has been a buzz around Washington warning of an impending "human capital crisis" facing federal agencies. By now, most federal managers have heard the startling workforce predictions: By 2004, more than 900,000 employees — more than 50 percent of the federal workforce, will be eligible for regular and early retirements. More troubling, by 2005, 71 percent of career members of the Senior Executive Service — the senior managers in each agency — will be eligible for retirement.

Yet, while many see a crisis, the changing workforce dynamics actually presents a real opportunity to fundamentally rethink the role of federal employees in providing services to American taxpayers, in addition to the ways in which federal agencies recruit quality workers. In keeping with this perspective, the Administration has made "Strategic Management of Human Capital" one of the five key goals of the President's Management Agenda (PMA).

As federal agencies struggle to confront recruitment and retention challenges, and to implement the PMA, the Performance Institute commissioned this research initiative to identify and document innovative recruitment strategies for addressing the human capital crisis, promoting the use of innovative practices to meet the human capital requirements of the PMA, and advancing a framework that supports agencies in their human capital planning. The Institute's survey of federal human resources professionals yielded 10 "innovative practices" currently being implemented in the federal government to recruit high-performing employees.

1. Adopting a Truly "Performance-Based" Approach to Human Capital Planning

Successful recruitment initiatives in government must begin with a strategic human capital planning process—a comprehensive review of the workforce requirements necessary for fulfilling an agency's mission. Unfortunately, the survey revealed that many agencies have a long way to go in order to produce reliable and meaningful human capital plans. Agencies have traditionally engaged in a "spray and pray" approach to recruiting staff, wherein the age-old practice of filling empty seats has been the focus of recruitment and hiring initiatives. With a proper human capital plan, agencies can reevaluate their entire staffing approach from a performance-based standpoint, rethinking where existing human capital is allocated and determining what mission-critical "gaps" exist in the workforce.

2. Promoting Government Service through Effective Branding and Marketing of Agency "Mission"

If agencies are to recruit quality employees, they must improve their marketing and outreach efforts to qualified candidates and "brand" themselves based on their missions. Despite media accounts to the contrary, young people continue to express an interest in serving the public and giving back to their communities. However, young people are increasingly turning to employment in the non-profit sector to "make a difference." In the face of this trend, a "call to service" harkening back to the presidency of John F. Kennedy is in order—if not on a government-wide basis than at least on an agency-specific basis through effective branding, outreach, and marketing efforts. Federal agencies have exciting missions to perform—indeed an agency's mission can often be one of its strongest selling points to prospective employees.

3. Streamlining Hiring Processes and Creating "Quality of Life" Flexibilities

Once an exciting brand is presented, a streamlined and flexible hiring process must be put into place. Otherwise, potential applicants can get scared off by "bureaucratic" procedures and delays. Hiring processes should be redesigned to shorten the timeframe between application and the extension of a job offer, facilitate agency contact with applicants, and provide candidates access to information on application status. Moreover, the agency should demonstrate the attractiveness of government service by offering a variety of "quality of life" flexibilities.

4. Designing Tailored Strategies to Recruit Specific Skills Sets

The use of targeted marketing initiatives can substantially improve recruitment success. Agencies should integrate the identification of mission-critical occupations with competency-based analyses. From this planning exercise, agencies should create "profiles of positive hires" and devise segmented and profile-specific marketing strategies to target the skills that they need in their workforces. In pursuing talent, agencies should maximize their use of three key ingredients to recruit specific skills sets: message, spokespeople/symbols, and targeted campaigns.

5. Providing for Market-Based and Performance-Based Pay in Government

Compensation will remain a systemic challenge for federal government recruitment and retention efforts. While there is little hope for the federal government to compete with the private sector in terms of salary and benefits, the simple reality is that not every qualified worker is motivated solely by compensation. Government should not benchmark its pay scale against the private sector, but rather it should be prepared to compete with non-profits and academia by matching their compensation. The first compensation reform that Congress should enact is to allow agencies to streamline their pay scales to reflect the elasticity of the specific labor market that they face. Another key compensation reform is recognizing and rewarding "outstanding" performance. Compensation is not only about how much one makes — it is also about seeing how one's contributions are valued.

6. Using Internships, Fellowships, and Alternative Staffing Solutions

Federal agencies should take a more expansive view on the ways to access the human capital that they need—examining the use of internships, fellowships, inter-agency personnel transfers, and the reemployment of annuitants. Agencies should consider whether or not short-term and alternative staffing options are more appropriate for filling some positions than hiring full-time, permanent employees.

7. Cultivating Leadership through Candidate Development Programs and Strong Senior Executive Evaluation Systems

The human capital plans of federal agencies need to integrate succession planning strategies for cultivating leadership among candidates internal and external to their agencies. Senior Executive Service Candidate Development Programs, in addition to other management training and mentoring programs, enable federal

agencies to provide professional development opportunities in advance of future leadership needs and are a key component of succession planning. Also critical to the strategic management of human capital and the recruitment and retention of quality managerial candidates is the development of a system for evaluating the performance of members of the Senior Executive Service.

8. Promoting Workforce Diversity

Generally speaking, the federal government has made significant progress in diversifying its workforce. However, the Institute's survey of federal agencies indicated that for the most part, agencies must be more strategic about diversity recruitment initiatives and integrate a focus on the recruitment of women, Hispanics, and the disabled. Success in cultivating workforce diversity is contingent on the development of a comprehensive diversity recruitment initiative, complete with marketing and recruitment materials and strategies for reaching the members of each of those demographic groups identified as "underrepresented" within the agency.

9. Outsourcing Some Recruitment Activities

Eighty percent of private sector companies now outsource at least one human resources activity, and the number is swiftly growing. While most government agencies have been slow to embrace the outsourcing of recruitment activities, there is no denying the potential cost savings, performance improvements, and overall efficiencies associated with contracting out elements of this function. Outsourcing eliminates the fixed expense of a recruitment infrastructure and can also help reduce candidate cycle time and cost-per-hire, having a significant effect on an agency's bottom line.

10. Measuring Recruitment Success

By integrating performance measures into their human capital plans and individual recruitment initiatives, agencies are able to steer additional resources toward high-performing and cost-effective recruitment programs. Agencies should select a few priority measures to guide their recruitment efforts. This report offers five categories of performance measures to choose from:

- Improved mission results
- Reduced skills gap
- Increased retention
- Enhanced diversity
- Improved quality and cost efficiency of recruitment transactions

The Need for a "Performance-Based" Approach to Recruitment in Government

Unfortunately, the survey of federal agencies revealed that many agencies are implementing recruitment initiatives without information on their effectiveness or their results. Most strategic recruitment initiatives are not backed by a solid business case since the majority of the agencies have yet to establish a comprehensive performance measurement system for evaluating recruitment success.

Ultimately, policymakers should demand accountability for agency investments in recruitment bonuses and expanded employee flexibilities through systematic performance evaluation of recruitment initiatives. By implementing the 10 "innovative" practices outlined by this report in a performance-based manner, each and every agency should be able to turn its human capital "crisis" into a human capital "opportunity" for designing a 21st century federal government workforce.



Chapter 1
Project Objectives and Rationale

In recent years, the General Accounting Office (GAO), the White House Office of Management and Budget (OMB), individual agency Inspectors General, and government management experts have warned of an impending human capital crisis in the federal government. In response, the President's Management Agenda (PMA), which defines the five core management capacities of high-performing organizations, includes a specific emphasis on the strategic management of human capital in the federal government. Strategies promoting the recruitment and retention of high-quality government managers and staff members are but one facet of the strategic management of human capital. Nevertheless, workforce recruitment is emerging as a mission-critical agency priority—and if not managed strategically, potentially a significant agency liability.

Pursuant to its mission of examining "best management practices" of government organizations from a performance-based perspective, the Performance Institute supports an aggressive research effort each year. As federal agencies struggle to confront recruitment and retention challenges and implement the PMA, the Institute commissioned this research initiative to identify and document the innovative recruitment strategies used to address the human capital crisis and ensure the agency staffing levels necessary for mission fulfillment.

This project has a clear goal: to broaden the dialogue on the human capital crisis by identifying and documenting "successes" that agencies are having in defining and implementing their recruitment initiatives. From that catalogue of agency "successes," the Performance Institute sought to identify a comprehensive process for designing and evaluating effective recruitment initiatives—complete from the use of emerging recruitment flexibilities to the commitment of agency financial resources to attract the quality workforce needed for its mission. Toward that end, a critical focus of the project was to identify and examine how federal agencies are using performance measures to evaluate the success of recruitment initiatives and document the return on investment from the use of flexibilities and other recruitment incentives.

Compilation of Agency Case Studies on Recruitment Successes

During the first phase of the project, the Institute assembled a research team to interview human resources personnel at each federal agency in order to compile detailed case studies of agency recruitment successes. During the fall of 2002, the research team announced the report government-wide and scheduled interviews with human resources directors and members of their staff. Prior to the interviews, the research team provided human resources professionals with a common set of interview questions to distribute to their colleagues to ensure that thorough and accurate information on agency recruitment initiatives was collected.

The interview questions and associated case studies captured information on procedures for workforce analysis and human capital planning, utilization of civil service flexibilities, and strategies for promoting workforce diversity, in addition to information on performance measures developed to evaluate recruitment success. Based on the interviews with human resources personnel, members of the research team drafted case studies capturing information on recruitment innovations and best practices.

During the interviews, agency HR officials were asked to identify their strongest recruitment successes. Then, six key elements of human capital management were explored in the context of their initiatives:

- **Workforce Analysis:** Agencies were asked to describe the extent to which workforce analyses (identifying competency and skill gaps caused by retirements, separations, and turnovers, and assessing workforce diversity) provided the foundation for human capital planning and the establishment of recruitment initiatives.

- **Human Capital Planning:** Emphasizing the link between performance and human capital, agencies were asked to describe in detail how their human capital plans contained mission-aligned goals and strategies for meeting workforce needs.

- **Flexibilities and Incentives:** Agencies were asked to describe how they were utilizing personnel flexibilities and incentives to remain competitive in the recruitment of qualified candidates.

- **Strategies for Achieving Workforce Diversity:** Recognizing diversity and demographics in recruitment, agencies were asked to explain their use of targeted recruitment strategies designed to contribute to workforce diversity.

- **Performance Measures of Recruitment Success:** For each initiative examined, each agency was asked to provide a list of performance measures used to justify, manage, and evaluate the success of strategic recruitment initiatives.

- **Priority Skills Sought:** With an eye toward providing both an agency-specific skills assessment and a compilation of government-wide skill needs, each agency was asked to list its top recruitment targets by position and skill set.

Participating Agencies

Department of Agriculture
Department of the Army
Department of Commerce
Department of Defense
Department of Health and Human Services
Department of Housing and Urban Development
Department of the Interior
Department of Justice/Immigration and Naturalization Service
Department of Labor
Department of the Navy/Naval Air Systems Command
Department of State
Department of Transportation/Federal Highways Administration
Department of the Treasury
Department of the Treasury/Internal Revenue Service
Department of Veterans Affairs
The Environmental Protection Agency
General Services Administration
National Aeronautics and Space Administration
National Science Foundation
Nuclear Regulatory Commission
Office of Personnel Management
Social Security Administration

The development of the case studies was an iterative process, with members of the survey team sharing the case studies with agency personnel to ensure the accuracy and completeness of the information presented. Members of the research team integrated the editorial comments and additional information supplied by human resources personnel. Finalized case studies are published in the appendix of this report for all but one agency interviewed.

Identifying Common "Success Factors" into the Most Innovative Recruitment Practices

The second phase of the research project involved the cross-agency analysis of "critical success factors" contributing to agency success in recruitment efforts. In many interviews, common themes emerged for myriad recruitment challenges faced by federal agencies. Indeed, based on the information captured through interviews with human resources professionals, ten innovative practices emerged as the most effective means to recruit federal employees. For each innovative practice, the report provides definitions of the approaches adopted by federal agencies and where possible, provides specific examples from the case studies.

These innovative practices do not constitute an exhaustive list, but rather represent the elements of an overall strategy for implementation and evaluation of strategic recruitment initiatives. Agency human capital management efforts should integrate all ten of these practices to ensure a systematic approach to recruitment that will not only improve success of individual recruitment initiatives, but contribute to agency progress under the President's Management Agenda.

Development of Logic Model Framework for Measuring Performance of Strategic Recruitment Initiatives

At each agency interviewed, the research team pressed HR officials for a list of performance measures they use to justify, manage, and evaluate their recruitment initiatives. Unfortunately, many agencies did not have performance measures in place. As a result, the project used the "Government Performance Logic Model" approach to defining model performance measures for recruitment initiatives. The measures selected flow largely from information captured via agency interviews, as well as expert performance measurement analysis. The framework of measures is provided in this report, complete with examples of agency use of measures where possible. The Performance Institute sees the framework as "still in development" and the selection of additional measures appropriate based upon the performance challenges of individual agencies. The ultimate goal of the recruitment performance measures framework is to advance human capital planning efforts that contribute to the achievement of agency mission goals and objectives. In addition, the integration of a system for performance measurement ensures that human resources personnel collect the information that they need to make resource allocation decisions that result in the best return-on-investment for strategic recruitment initiatives.

Questions Used by Research Team in Agency Interviews

Conducting a Workforce Analysis to Identify Recruitment Needs

1) What are the components of your workforce analysis and what skills gaps were identified by workforce analysis data?
2) How was workforce analysis data used in identifying recruitment needs?

Developing a Human Capital Plan to Set Recruitment Goals

1) How does the human capital plan for your agency define recruitment needs? How does the plan address recruitment issues?
2) Does your human capital plan contain specific goals or identify specific numbers and kinds of human capital needed to achieve the agency's mission?

Taking Advantage of Civil Service Reform Flexibilities

1) How have you taken advantage of flexibilities or creative incentives within the existing civil service system to remain competitive in your recruitment strategies?
2) What flexibilities for recruitment do you want that are not provided for under existing civil service regulations?

Focusing on Diversity and Demographics in Recruitment

1) Do you have any recruitment strategies that you are particularly proud of? What skills sets or number of candidates did these initiatives seek?
2) What are your strategies for reaching potential minority, female, disabled, and young applicants?

Tracking Success with Performance Measures

1) How are you measuring recruitment success? What performance measures are you using?
2) Based on these measures, what are your most successful recruitment initiatives?

Final Question

What are the most needed human capital skills areas for your agency (e.g. general managerial, scientist, regulator, law enforcement officer, etc.)?



Chapter 2
Recruitment as Part of the Strategic Management of Human Capital

Understanding the Roots of the Government's Human Capital Challenge

For the past several years, Washington has been buzzing over the warning of an impending "human capital crisis" facing federal agencies. One might conclude that the federal government should launch a massive "call to government service" and recruit more staff. Yet, the underlying roots of the federal government's human capital challenge demonstrate that merely focusing on "recruiting more bodies" is not the full answer.

The current federal civilian workforce stands at 1.8 million employees, with estimates of the reduction of the federal workforce ranging from 324,000 to 384,000 since 1993, depending on the methodology applied. Regardless of which number one uses, it is clear that most agencies implemented their workforce reductions without consideration of effective workforce planning. Analysis by the General Accounting Office (GAO) noted that the impact of downsizing was compounded by cutbacks in other human capital investments, such as performance rewards, enabling technologies, as well as training and professional programs with the potential to assist the remaining employees in their work. These reductions in staffing and financial resource allocations prevented agencies from strategic workforce planning aligning human capital strategies with agency mission, goals, and objectives.

Demographic changes also raise the possibility of massive retirements of Baby Boomer government managers during the next several years. The impending retirements of federal employees, especially retirements among members of the Senior Executive Service (SES), threaten a "brain drain," causing many agencies to contemplate the loss of key leadership without having successors selected to step up to the plate. A few startling figures to consider:

- More than half of the federal workforce is between the ages of 45 and 69. Rising from an average age of 42 in 1990, the average age of a federal employee today is around 46 years old.
- By 2004, more than 900,000 employees, or more than 50 percent of the federal workforce, will be eligible for regular and early retirements. That number will skyrocket to more than 70 percent by 2010. Forty percent of those employees are actually expected to depart the federal government.
- By 2005, 71 percent of career members of the Senior Executive Service will be eligible for retirement, with the General Accounting Office estimating that 45 percent of these managers will actually leave the federal government.

The downturn in the economy of the past few years has offered the federal government a temporary reprieve, with fewer retirements than projected and less separations and turnovers than expected. Statistics from the Office of Personnel Management (OPM) reveal a 2.7 percent retirement rate among federal employees last year – a rate 23 percent lower than OPM's previous projection of 54,174. The year 2002 witnessed the lowest quit rate among federal employees in at least five years, with approximately 2.1 percent of the workforce departing. In addition, federal agencies hired more employees last year than it has in more than ten years. Hiring at the Department of Transportation and the Transportation Security Administration (TSA) accounted for a large proportion of the 135,978 new full-time, permanent employees. The long-term trend in retirements, separations, and turnovers indicates the need for agencies to devote resources to recruitment and retention efforts to stave off the impending human capital crisis. Statistics tracking the top 10 jobs for new hires in FY02 reveal that high rates of turnover persist in certain mission-critical occupations, necessitating ongoing recruitment and hiring.

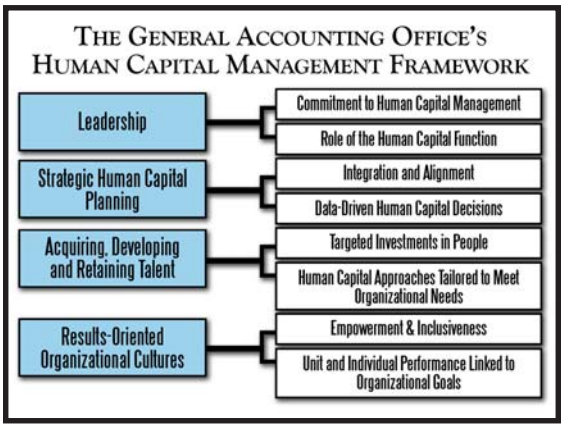
Toward a More Strategic Approach to Human Capital Management

In January 2001, GAO issued a landmark report declaring the human capital challenges faced by federal agencies as "high risk," and identifying four reforms for federal agencies to implement to improve the management of their workforces:

- Strategic human capital planning and organizational alignment
- Succession planning and leadership continuity
- Workforce planning resulting in the employment of a workforce that meets agency needs
- Establishing results-oriented performance cultures

While GAO's January 2003 report in the high-risk series underscored the tremendous progress that has been accomplished in the past two years, it also highlighted the human capital challenges that the federal government continues to face. GAO indicated that federal agencies needed to enhance their efforts in the four key areas of:

- Leadership
- Strategic human capital planning
- Acquiring, developing, and retaining talent
- Results-based organizational cultures



A focus on these areas will ensure that federal agencies have the leadership in place to align human capital planning with the attainment of mission goals, recruitment and retention of high-quality employees, and the motivation of high performance.

In August 2001, President Bush weighed into workforce management by making the "Strategic Management of Human Capital" one of his five major management reforms laid out in the President's Management Agenda (PMA). The PMA has provided the impetus for implementing processes for workforce analysis and human capital planning in order to "get to green" on the human capital component of the Executive Agency Scorecard. The strategic management of human capital component of the PMA articulates the Bush administration's vision for

combating the impending human capital crisis and cultivating a high-performing and responsive federal government. In order to improve delivery of service and increase customer and government employee satisfaction through the recruitment and retention of highly qualified employees, President Bush has specified the following four components of the strategic management of human capital initiative:

The President's Management Agenda
- **Integrating Performance into Budgeting**
- **Citizen-Centered e-Government**
- **Improved Financial Management**
- **Strategic Management of Human Capital**
- **Competitive Sourcing**

All 5 Goals are Inter-Related
PERFORMANCE is the Common Thread

- **Completion of a five-year restructuring plan based upon a workforce analysis:** The PMA requires federal agencies to focus on the delivery of more citizen-centered service by reducing the distance between citizens and decision-makers. Federal agencies should conduct workforce analyses and construct workforce restructuring plans that take into consideration the need for more employees involved in front-line service delivery and less involved in higher-level management. The PMA required the submission of these plans with the agencies' 2003 budget requests.

- **Workforce de-layering:** Federal agencies were asked to identify the ways in which they will de-layer their workforce. Among those goals to be accomplished are reductions in the numbers of managers and organizational layers, accompanied by an increase in the number of employees providing services.

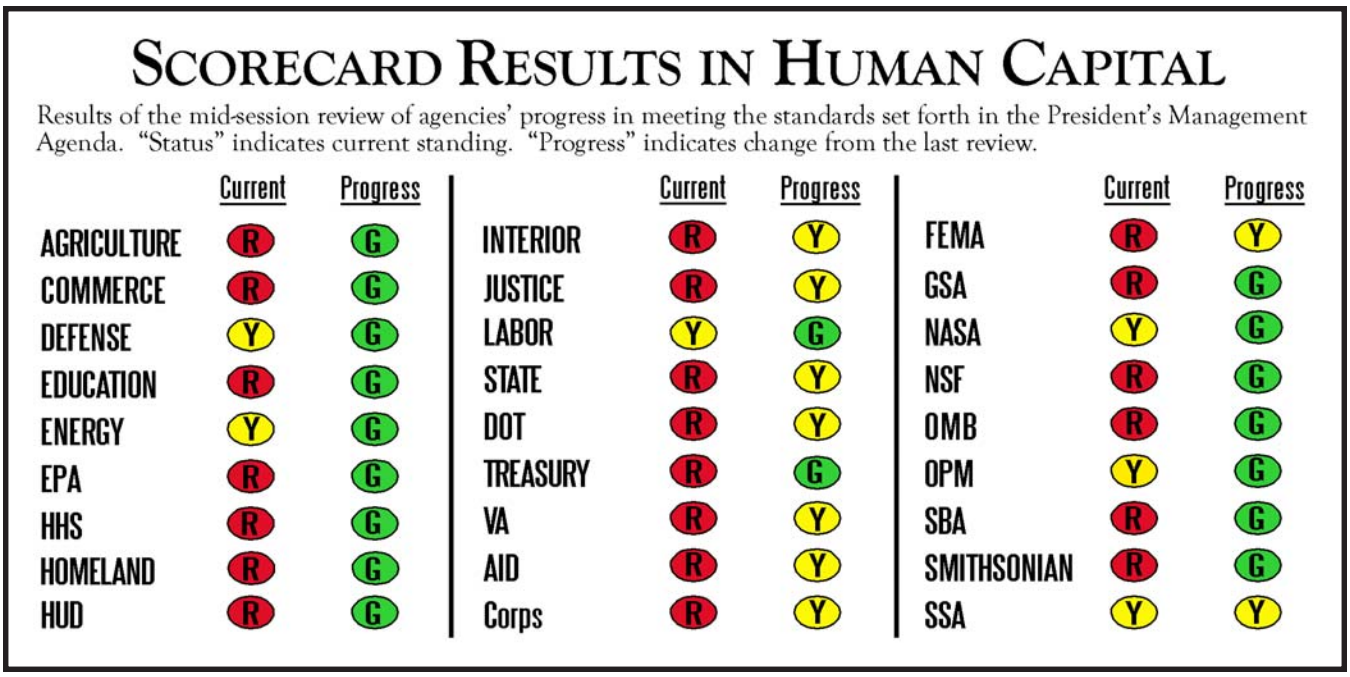
- **Capturing the knowledge and skills of employees:** Amidst huge numbers of impending retirements, federal agencies need to focus on leveraging information technology to capture the mission-critical knowledge possessed by departing employees.

- **Utilization of existing civil service reform flexibilities:** The PMA stipulates that federal agencies make better use of existing personnel flexibilities in their recruitment efforts before the administration contemplates enacting additional civil service reforms. The administration intends to assess the current use of these existing authorities and evaluate the accomplishments of demonstration projects to determine the statutory changes required to promote the recruitment and retention of qualified federal employees.

The Office of Personnel Management (OPM) is the lead agency for the strategic management of human capital initiative of the President's Management Agenda. In collaboration with the White House Office of Management and Budget (OMB) and the General Accounting Office (GAO), OPM has developed "Human Capital Standards for Success" that advance six criteria for the strategic management of human capital:

- Human capital strategy is aligned with mission, goals, and organizational objectives
- Agency has a citizen-centered organizational structure that is de-layered and oriented toward mission fulfillment
- Agency sustains a high-performing workforce that is continually improving in productivity; strategically uses existing personnel flexibilities, tools, and technology; and implements effective succession plans
- No skill gaps/deficiencies exist in mission-critical occupations
- Agency differentiates between high and low performers through appropriate incentives and rewards
- Changes in agency workforce skill mix and organizational structure reflect increased emphasis on e-government and competitive sourcing

The most recent human capital scorecard issued with the President's Fiscal Year 2004 budget submission indicates that federal agencies still have a lot of ground to cover in their implementation of the five initiatives of the PMA. While all but six of those agencies assessed once again received red lights in the area of strategic management of human capital, the overwhelming majority of agencies received a green light for progress. In her December 2002 update on the strategic management of human capital initiative, OPM Director Kay Coles James acknowledged the progress that federal agencies have made in the areas of workforce planning and forecasting, indicating that two-



thirds of the agencies participating in the President's Human Capital Initiative have completed workforce analyses that contain an assessment of competency and skill gaps.

Strategic recruitment initiatives that are based on workforce analyses and human capital plans, targeted to contribute to workforce diversity, and aligned with agency strategic plans, are integral components of the strategic management of human capital.

Using Old and New Recruitment Flexibilities

For several years, federal agencies have had a variety of personnel flexibilities from which to choose in their efforts to recruit and retain high-quality employees. While agencies are quick to cite the need for additional flexibilities, there are indications that they have yet to utilize all of the financial compensation and alternative staffing options already in existence. In addition, several federal agencies have received a Congressional exemption from Title V, providing them significant flexibility in the recruitment, hiring, and compensation of their employees. Although all of the federal agencies surveyed are taking advantage of personnel flexibilities and incentives to some extent in their recruitment initiatives, there is a great deal of variation in the extent of their utilization. Surveys administered internally by some of the agencies have highlighted underutilization, while others have revealed their successful application.

Recruitment and relocation bonuses, retention allowances, and superior qualifications appointments were among those compensation authorities utilized most frequently among the agencies surveyed. Some of the agencies surveyed, particularly the smaller ones and those with smaller amounts of funding allocated to recruitment, indicated that although they consider personnel flexibilities and incentives valuable recruitment tools, they are financially constrained and unable to provide as many as they would like.

The PMA signals the Bush administration's willingness to pursue targeted civil service reforms, provided that federal agencies avail themselves of existing personnel flexibilities to recruit and retain qualified staff. The year 2002 witnessed a dramatic expansion in flexibilities available to federal agencies as they craft and implement recruitment initiatives. Congress' support for expanded flexibilities can be seen in the exemptions from Title V granted to numerous federal agencies over the years, as well as the personnel flexibility provisions written into the Homeland Security Act of 2002. Signed into law in November 2002, the Homeland Security Act prioritizes the strategic management of human capital through the integration of provisions to improve the federal workforce. Title XIII of the legislation specifies the following enhancements to the procedures for recruitment and retention that will enable federal agencies to remain competitive with private sector organizations:

- **Establishment of Chief Human Capital Officers and a Chief Human Capital Officers Council:** Within each federal agency, Chief Human Capital Officers will be tasked with the implementation of strategies for cultivating a productive workforce and compliance with laws governing the civil service, in addition to those rules and regulations issued by the President and OPM. A Chief Human Capital Officers Council will meet periodically to discuss the pressing human capital issues faced by its members.

- **Integration of Human Capital Planning in Performance Plans and Program Performance Reports:** Performance plans and program performance reports will include strategies for leveraging agency resources, including human capital, in the achievement of mission goals and objectives.

- **Reform of the Competitive Service Hiring Process:** The legislation specifies that OPM may grant direct hiring authority to federal agencies experiencing a severe shortage of candidates or a critical hiring need. In addition, categorical ranking, a process for separating candidates into groups based on their qualifications, will replace the traditional "Rule of Three" hiring procedure that required managers to hire only one of the top three candidates selected by human resources personnel.

- **Changes in the Authorities Governing the Use of Voluntary Separation Incentives and Voluntary Early Retirement:** Federal agencies extending buyouts to employees within positions or possessing skills that are no longer needed will not be required to eliminate positions.

- **Student Volunteer Transit Subsidy:** Agencies will be able to provide transit subsidies to student volunteers.

- **Senior Executive Certification:** Agencies are no longer required to re-certify members of the Senior Executive Service every three years.

- **Senior Executive Compensation:** The legislation increases the limit on the total annual compensation of Senior Executives, in addition to enabling SES managers to collect larger annual bonuses. These enhancements to the compensation available to Senior Executives are contingent on an agency demonstrating to OPM and OMB that its performance appraisal system makes meaningful distinctions among SES managers.

- **Higher Education:** The legislation provides agencies more flexibility in reimbursing higher education costs incurred by employees.

Clear Tools and a Clear Mandate to Improve

Combining the previously enacted flexibilities with the new flexibilities provided for in the Homeland Security Act, federal agencies have significant "legal space" for innovation in recruitment and retention. With the President's Management Agenda, agencies face systematic and regular review of their approaches to the management of human capital. New leadership at OPM provides an opportunity to "push the envelope" and motivate federal agencies to innovate and to counteract the government's human capital crisis.

While federal agencies are increasingly valuing human capital rather than viewing it as merely a cost to cut, they continue their search for the most effective means to recruit and retain the next generation of government leaders, especially amidst serious competition for talent from the private sector. By highlighting recruitment best practices and innovations throughout the federal government and advancing a framework for the implementation and evaluation of strategic recruitment initiatives, this report functions as a tool for ensuring that recruitment strategies contribute to the attainment of agency mission goals and the strategic management of human capital.



Chapter 3

Ten Innovative Practices for Designing, Implementing, and Measuring Strategic Recruitment Initiatives in Government

Innovative Practice 1: Adopting a Truly "Performance-Based" Approach to Human Capital Planning

Successful recruitment initiatives in government begin with a strategic human capital planning process—a comprehensive review of the workforce requirements necessary for achieving an agency's mission. Human capital plans provide much-needed focus on the "who," "the what," "the when," "the where," and "the why" of federal workforce recruitment efforts.

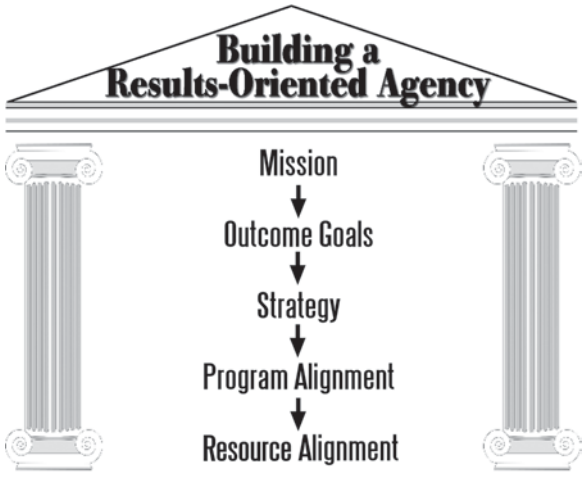
Hands down, human capital planning is the most important practice for agencies to adopt to ensure that their recruitment efforts are successful. Without a solid human capital plan, agency recruitment efforts can be highly inefficient and can fail to provide the right workforce to achieve the agency's mission goals. Indeed, with a proper human capital plan, agencies can reevaluate their entire staffing solution from a performance-based standpoint, rethinking where existing human capital is allocated and determining what mission-critical "gaps" exist in the workforce. Instead of rushing into recruitment mode, agencies may want to reconsider how to allocate their existing human capital—or even reconsider whether certain positions need to be filled or even eliminated.

Unfortunately, most agencies have a long way to go to produce reliable and meaningful human capital plans. Agencies have traditionally engaged in a "spray and pray" approach to recruiting staff, wherein the age-old practice of filling empty seats has been the focus of recruitment and hiring initiatives. Recognizing this reality, the President's Management Agenda (PMA) prioritizes workforce assessments and the development of a human capital plan for each agency. The development of a comprehensive human capital plan integrating goals and strategies for meeting the current and future workforce needs determined by the workforce analysis should be a priority of agency senior leadership, not just human resources personnel. Some of the federal agencies surveyed have established human capital workgroups and taskforces composed of human resources personnel and senior managers.

Effective human capital planning involves more than just creating a lofty document extolling the importance of the agency's workforce. It must clearly answer the question: what skills sets (and how many personnel hours) are needed to achieve the agency's mission today...and tomorrow?

While many models exist for developing a human capital plan, it is vital that the agency use the same process for developing its human capital plan as it uses for its overall strategic plan. Alignment between both plans is a critical element of success—and promotes the recruitment and retention of employees possessing the skills and competencies necessary for accomplishing the agency's mission.

Obviously, the model should begin with definition of agency mission as defined by program statutes. From that mission flows specific outcome goals, capturing the essence of the "public benefit" to be delivered by the agency. These "**Outcome Goals**" represent tangible results for the American people—and are often multi-year in scope.



Source: Carl DeMaio, The Performance Institute

Note: An alternative illustration of the relationship between agency Strategic Plans, Program Performance Plans, human capital management, and other management initiatives is provided by a Logic Model view of federal management improvement. (See Innovative Practice #10)

"**Strategies**" define how the agency will achieve results—not in terms of products and services (those are outputs of program alignment), but rather in the impacts and effects the agency seeks to have. In many cases, strategies define national "solutions" to key societal challenges and constitute the federal government's contribution to solving those challenges. **"Program Alignment"** defines what the agency will specifically produce ("outputs") to advance the strategies. **"Resource Alignment"** provides the budgetary resources, personnel, and assets needed to produce those outputs. When all three of these resources are identified and allocated, the "full cost" of government service in a particular program area can be reported. Most importantly, in human resources, the kind of human capital needed to provide government service in a particular program is also identified.

Department of Transportation Workforce Planning Model

Phase 1: What Work Must Your Organization Do To Accomplish Its Mission?
Step 1 - Obtain leadership commitment
Step 2 - Analyze strategic goals and objectives
Step 3 - Determine functional requirements

Phase 2: Who Can Do What Needs To Be Done?
Step 4 - Create future workforce profile
Step 5 - Develop current workforce profile
Step 6 - Estimate workforce requirements (gap analysis)

Phase 3: Choosing The Right Strategies
Step 7 - Develop workforce strategy and budget projections
Step 8 - Evaluate workforce planning process

Simply put, effective human capital planning answers the question: what workforce is needed to produce our products and services (outputs). The implication of this planning process is clear: only once agency programs are aligned with strategies and outcomes can a human capital plan be devised to determine workforce needs. If program activities and outputs are not aligned with agency mission, it is impossible to effectively align an agency's workforce with its mission.

Human capital plans are only as effective as the data upon which they are built. As a result, prior to the development of a human capital plan, federal agencies must invest resources in conducting workforce analyses that assess current and future workforce needs. The collection and analysis of this data facilitates the process of defining human capital goals and strategies.

Agency workforce analyses should contain the following components:

Workforce Statistics:

Workforce statistics must include data on workforce size and distribution by grade, series, and geographic location, in addition to data on internal migration. Collection of these statistics provides the information necessary to set hiring targets since it provides a snapshot of the distribution of the agency's workforce. More agencies must integrate consideration of the impact of internal migration into their workforce analyses. Agencies should consider developing a mechanism for examining the impact of internal migration to ensure that recruitment takes into consideration the chain of job vacancies caused by promotions and internal job shifts.

Attrition Analysis:

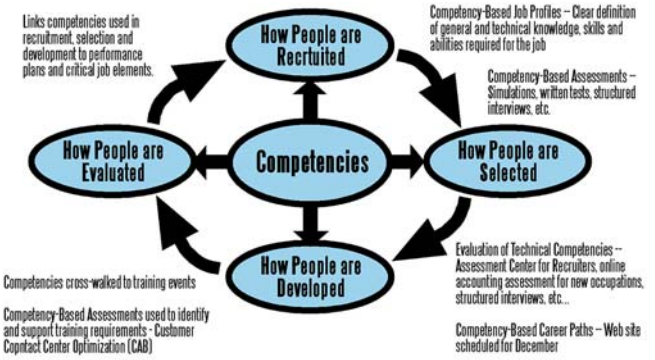
Many of the agencies surveyed have utilized their attrition analyses to pinpoint the mission-critical occupations that will be most impacted by retirements, separations, and turnover. The inclusion of an attrition analysis provides human resources personnel the information they need to craft recruitment strategies for responding to impending retirements. The workforce analysis should integrate data on the average grade, age, and length of service of employees, in addition to retirement rates and projections of retirement eligibility. The collection and analysis of this data has been a real eye-opener to agencies, which have discovered that they are staffed with an aging workforce and facing a significant number of retirements among members of the Senior Executive Service and GS-15 level employees.

IRS Workforce Analytic Data

Key Occupational Summary

		Planned							Actual			
A	B	C	D	E	F	G	H	I	J	K	L	M
Division	Series	SHR Attrition Estimate	Attrition Hiring	STABLE Hiring	Migration Hiring	Total (D+E+F)	Internal Hiring	External Hiring	Internal	External	Total	Percent of Total
Summary	Revenue Agent	363	558	27	679	1264	506	758	1	0	1	0%
	Revenue Agent Above Journey	256	438	126	0	564	564	0	164	0	164	29%
	Revenue Officer	280	550	0	183	733	366	367	0	0	0	0%
	Revenue Officer Above	0	0	0		0	0	0	0	0	0	0%
	Special Agent	208	258	0	0	258	52	206	17	58	75	29%
	Tax Compliance Officer	0	100	0	0	100	100	0	0	0	0	0%
	Tax Resolution Representative	0	744	665	0	1409	634	775	1041	38	1079	77%
	Tax Specialist	0	0	783	0	783	557	226	214	0	214	27%
Key Occupation Grand Total		1107	2648	1601	862	5111	2779	2332	1437	96	1533	30%

IRS Competency-Based Model



Competency-Based Assessments:

"Competency-based" seems to be the focus of most human resources dialogue today. While focusing on competencies is important, it can not be a substitute for a "performance-based" approach to using agency goals to determine workforce needs. "Competency-based" approaches have tended to yield fuzzy definitions of workforce skill needs—defining the ideal hire as someone who exhibits leadership and creativity, with a customer-oriented approach. Once an agency is clear on what kind of workforce levels and skill sets are needed to achieve agency mission goals, then a number of competency-based analyses and development initiatives can be launched.

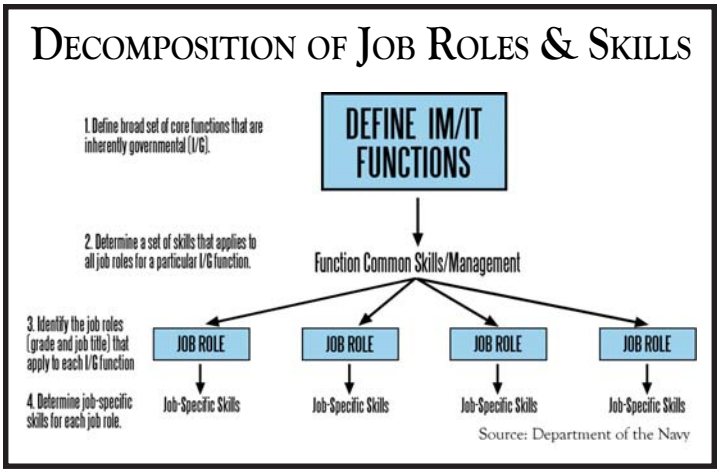
With that caveat, the identification of mission-critical competencies – the observable and measurable knowledge, skills, and personal attributes that employees need in order to perform successfully in their occupations – can ensure that agency human capital plans meet current and future workforce needs by integrating strategies for filling competency gaps. Competencies supply more information than the knowledge, skills, and abilities (KSA's) traditionally used in classifying and hiring by integrating an assessment of whether these personal attributes are leveraged effectively for good job performance. In addition to utilizing competencies to formulate recruitment goals and strategies, human resources personnel are revamping and standardizing vacancy announcements, evaluating job applications, and establishing training and professional development opportunities based on mission-critical competencies. Agencies developing and implementing human resource enterprise systems are utilizing competencies to link the system's functionalities.

Alignment with Other PMA Initiatives:

The implementation of the President's Management Agenda must be approached in an integrative manner. Indeed, progress in one goal area requires alignment with the initiatives in the other four goal areas:

- The importance of **Budget and Performance Integration** has already been addressed above and as will be noted in Innovative Practice No. 3, citizen-centered e-government can harness the potential

of information technology to advertise and recruit employees in a streamlined and user-friendly manner.



- Even within the **Strategic Management of Human Capital** goal, recruitment should be driven in part by an agency de-layering analysis (i.e. analysis of ratios of supervisors to employees to ensure the proper span of managerial oversight is maintained).

- Competitive sourcing also provides a significant number of benefits to strategic recruitment initiatives. For example, human capital planning should harness FAIR Act inventories from the **Competitive Sourcing** initiative to determine which positions are inherently governmental—and therefore higher priority for recruitment initiatives. Moreover, in many cases, an effective competitive sourcing program can free-up misallocated human capital within an agency. In other cases, outsourcing can be used to ensure an agency can still achieve its performance goals during times of workforce shortages.

- **Improved Financial Management** reforms such as Activity-Based Costing (ABC) are making available workforce data that previously was not available to agency managers and demonstrates the number of FTE's (full time equivalents) that are being consumed in various agency activities. With slight modification, ABC systems being developed for the **Improved Financial Management** goal of the PMA can help drive strategic recruitment initiatives.

Overall Challenges:

The most severe challenge facing agencies is a lack of "strategic logic" in agency programs. As noted above, if program activities are not aligned with the program's mission, agency recruitment efforts cannot be aligned. In the FY04 budget, the Office of Management and Budget "scored" 20 percent of all federal programs using the Program Assessment Rating Tool (PART). More than half of the programs evaluated could not demonstrate results stemming from their activities. If agencies are to make progress in the human capital planning that drives recruitment initiatives, programs must improve their alignment with performance and mission goals. Another challenge is the lack of workforce data available for effective analysis and planning purposes. In many cases, agencies have not linked budget and outcomes...let alone staff hours dedicated to program activities. Continued progress is needed in the reforms of PMA's Improved Financial Management goal area.

In addition, federal human resources offices were among the hardest hit by the downsizing of the 1990's, losing 20 percent of their personnel between the years 1991 and 1998. This has affected their ability to focus on the development, implementation, and evaluation of human capital planning and strategic recruitment initiatives. The amount of time necessary for completion of traditional administrative duties, such as payroll processing and job classification, leaves understaffed human resources offices little time for setting the strategic direction of human capital planning and developing recruitment strategies. In addition, the high number of impending retirements among federal employees threatens to add to the paperwork-processing burden.

The shift from assessment of candidate knowledge, skills, and abilities (KSA's) to evaluation of employee competencies necessitates cultural and paradigm shifts within offices of human resources. The transition to a competency-based department requires an overhaul of human resources processes, requiring training on a new approach to developing vacancy announcements, rating and ranking applicants, evaluating current employees, and developing training curricula. Although some agencies have found that the development and implementation of

human resource information systems supports these processes, the investments of time and required financial resources do not make this a feasible option for all agencies. Therefore, in addition to the paradigm and cultural shifts required, the time frame required to transition to a competency-based department poses a significant barrier to "performance-based" human capital planning.

Agency Examples of Success:

The **Department of Treasury's Internal Revenue Service's (IRS)** workforce analysis and human capital planning process assessed the mission-critical occupations needed to transition from its current structure to a more customer-based agency. A computer model integrating supply and demand analyses and graphs contrasting actual and ideal staffing compositions facilitated the identification of eight to 10 professional and para-professional mission-critical occupations. This workforce analysis served as the foundation for a recruitment model delineating IRS's target workforce and hiring priorities: restocking mission-critical occupations, creating three new tax specialist occupations, and concentrating resources in big cities.

The **Department of Agriculture's (USDA)** workforce analysis resulted in the identification of the 21 most critical occupational series needed to meet future workforce needs based on population, mission criticality, recruiting difficulty, and homeland security – the four areas considered most important to future mission success. These occupational series are critical to the Department's responsibilities to help provide for the security of the U.S. and its citizens. USDA determined both general and occupation-specific competency gaps for individual workers in each of the occupational series for the next five years.

Environmental Protection Agency's (EPA) Workforce Assessment Project identified the 10 most important competencies required by employees in the agency's five major occupational groups: managers, legal/enforcement employees, scientists/engineers, general/administrative employees, and support staff. EPA's Workforce Development Strategy establishes a series of employee development programs designed to build the following competencies: communication skills (written and oral); occupation-specific skills; collaboration, team-orientation; broad environmental sciences understanding; customer orientation; critical thinking, analysis, problem solving, reasoning; work orientation, attitude, professionalism; creative, innovative thinking; information technology; and leadership. The workforce planning and allocation model currently under development at EPA will facilitate the formulation of national and local recruitment strategies for meeting current and future competency needs. The model will promote the development of multi-year workforce plans by forecasting future competency needs, inventorying the competencies of the current workforce, projecting attrition rates by occupation and grade, and identifying human capital needs in each series and grade.

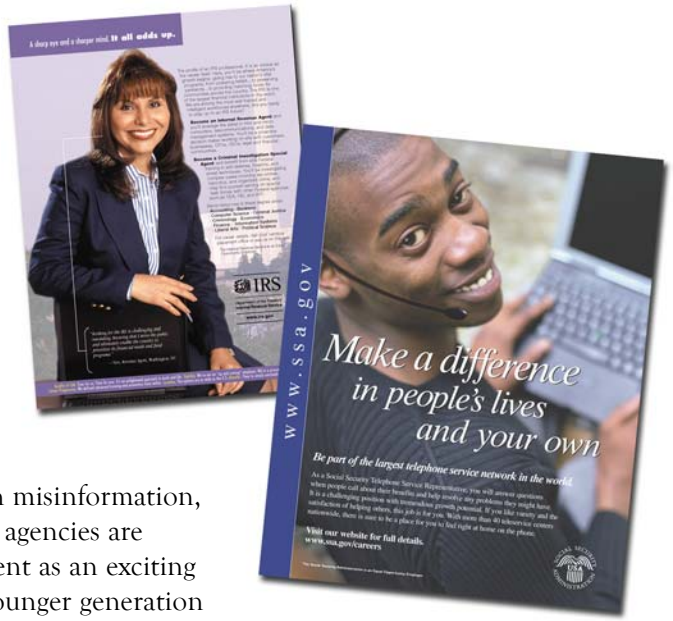
The **Department of Commerce** is promoting the transition to a competency-based Department through the establishment of Communities of Practice organized around the mission-critical occupational areas of economics, statistics, and business; scientific and technical knowledge; and leadership and management. These Communities of Practice bring together personnel from the Department's bureaus to share best practices and lessons learned in recruitment and retention and the development of competency profiles.

The **Nuclear Regulatory Commission (NRC)** has utilized flexibilities allowing the double-encumbering of positions, enabling the agency to retain the knowledge of departing employees. Amidst the impending retirements of a sizeable proportion of the federal workforce, this practice can be helpful in providing agencies strategies for capturing the knowledge of retiring employees. A few of the other agencies surveyed are utilizing personnel flexibilities to re-employ annuitants, facilitating the transfer of their knowledge and expertise to new recruits.

The **Department of Navy's Chief Information Officer** developed a human capital plan for recruiting its information technology workforce that combined several planning dimensions, including a competitive sourcing analysis of "inherently governmental" positions.

Innovative Practice 2: Promoting Government Service through Effective Branding and Marketing of Agency "Mission"

Despite media accounts to the contrary, young people continue to express an interest in public service and giving back to their communities. However, young people are increasingly turning to employment in the non-profit sector to "make a difference." In the face of this trend, a "call to service" harkening back to the presidency of John F. Kennedy is in order—if not on a government-wide basis than at least on an agency-specific basis through effective branding, outreach and marketing efforts. Federal agencies have exciting missions to perform—indeed, sometimes an agency's mission can be one of its strongest selling points to prospective employees.



The first step in the process of developing a marketing and branding strategy is identification of a clear "brand" to market to potential employees that ties to the mission and outcomes of agency programs. In some instances, agencies have invested resources in the development of a corporate brand and unified approach to recruitment in response to the discovery of a lack of information, or even misinformation, about the agency among the general public. Some federal agencies are channeling resources into marketing the federal government as an exciting place to work and highlighting the potential for today's younger generation to impact their communities through employment in the public sector. The bottom line is that agencies are realizing that remaining competitive with the private sector, non-profits, and academia necessitates the strategic investment of resources in marketing and outreach initiatives. Indeed, some of the federal agencies surveyed are already addressing this need with the development of marketing campaigns that rival private sector recruitment pushes.

Another innovative practice related to branding is the development of department-wide marketing strategies and recruitment structures. The human capital plans of several federal agencies integrate strategies to promote one image of the agency as an employer and to coordinate the activities of various bureaus and divisions. This transition to the implementation of department-wide recruitment strategies to replace the separate recruitment initiatives facilitated by different bureaus has been influenced by the necessity of filling mission-critical occupations spanning multiple bureaus. Moreover, by streamlining the recruitment activities of various entities, agencies are able to conserve resources by eliminating duplicative initiatives, pooling resources, and leveraging economies of scale.

Overall Challenges:

The development of a comprehensive branding strategy is challenging, as it needs to represent not only the image that the agency wants to project, but also appeal to an employee's need for an exciting and fulfilling work experience. Government managers are challenged to determine and leverage the synergies between these two objectives in marketing their agency as an employer of choice. In addition, streamlining the separate recruitment initiatives facilitated by multiple bureaus and operating units into one unified, corporate recruitment strategy is challenging given the diversity of the missions and workforce needs of the operating units of most agencies.

Resistance to change amongst human resources personnel and recruiters and the need to develop strategies accomplishing diverse mission goals and human capital planning objectives pose challenges to the development of a corporate recruitment strategy. For most federal agencies, this process necessitates a dramatic shift in the way recruitment initiatives have been conducted in the past, and requires the investment of a significant amount of resources to develop a corporate brand, corporate recruitment plan, and recruitment and marketing materials.

Agency Examples of Success:

The **General Services Administration (GSA)** developed a branding strategy, the "You Can Do That Here!" campaign, to educate potential applicants from different educational backgrounds and work experiences about exciting employment opportunities. The "You Can Do That Here!" campaign integrates messages targeted to candidates qualified for employment in GSA's mission-critical occupations and offers a streamlined approach that replaces the separate recruitment initiatives previously facilitated in the Administration's nine regions.

The **Department of Veterans Affairs (VA)** has developed its brand as "The Best Care, The Best Career" and is pursuing a Department-wide recruitment plan integrating strategies for filling occupations across its programs. Among these strategies was the development of a recruitment web site patterned after some of the private sector's most successful web sites.

The **Department of Health and Human Services' (HHS)** workforce planning has focused on the development of a Department-wide approach to recruitment and retention and the advancement of the image of "One HHS." HHS has developed a "Recruitment and Retention Strategy" specifying two-year objectives and strategic actions for the Department and its operating divisions (OPDIV's).

The **Department of Justice's Immigration and Naturalization Service (INS)** developed a National Recruitment Program to modernize and professionalize the Service's recruitment and marketing. Initially, INS addressed the Border Patrol recruitment and hiring challenge by developing a team consisting of a recruitment manager, a marketing specialist, and trained recruiters. The program has since been expanded into a Service-wide recruiting network consisting of Headquarters, the National Recruitment Program Office, regional recruitment teams, and more than 300 Border Patrol Agents and Inspectors trained as recruiters. During weekly hiring meetings, managers examine the number of new hires, the success of individual hiring programs, and the best options for reaching potential new employees.

The **Department of Navy's Naval Air Systems Command (NAVAIR)** migrated to one NAVAIR College Recruiting Team, enabling better utilization of resources, development of first-class recruitment and marketing materials, and networking between East and West Coast command locations. In the past, NAVAIR's recruitment has been decentralized, with each of the eight different field activities implementing their own recruitment programs and developing their own recruitment and marketing materials.

Innovative Practice 3: Streamlining Hiring Processes and Creating "Quality of Life" Flexibilities

Once an exciting brand is presented, a streamlined and flexible hiring process must be put into place. Otherwise, potential applicants can get scared off by "bureaucratic" procedures and delays. Moreover, the agency should demonstrate the attractiveness of government service through a variety of workplace flexibility programs. Whether rigidity is found in the application process or in the workplace, the applicant sees "bureaucracy" and will likely look for other more flexible opportunities to advance their career. If agencies are to compete for a quality workforce, a career in government must become synonymous with a satisfying "quality of life."

Agency human capital plans must integrate strategies for streamlining recruitment and hiring processes to meet workforce-planning goals. Hiring processes should be redesigned to shorten the timeframe between application and the extension of a job offer, facilitate agency contact with applicants and provide candidates access to information about their application status. Utilizing categorical ranking, which offers agencies greater flexibility in selecting qualified applicants, is an important way to achieve simplification. Agencies should consider delegating authority for the utilization of flexibilities to appropriate levels within the organization and adopt strategies for changing the organizational culture and the mindsets of managers so that they can integrate creative approaches to hiring.

College Students' Views on Federal Government Service

84% expressed an interest in careers with the Federal Government
37% have little awareness of the application process
49% consider the process too lengthy or complicated

Source: March 2001 NACE Student Survey on Federal Government Careers

In addition to redesigning processes and procedures, federal agencies are addressing the need to streamline hiring through the use of information technologies and the development of automated recruitment and hiring systems. The movement to online recruitment mechanisms, such as the Office of Personnel Management's (OPM) *USAJOBS.gov* and the e-government initiative "Recruitment One-Stop," promotes a streamlined hiring process to attract and retain high-quality candidates. *USAJOBS.gov*, which posts 16,000 jobs per day, streamlines job searching by integrating search agent and e-mail notification technology into a single web site for building and storing resumes, checking application status, and career exploration tools. *USAJOBS.gov* also features an integrated system that communicates with the myriad federal agency recruitment systems.

Automated recruitment and hiring systems reduce the amount of time required for processing and evaluating applications, enabling human resources personnel to provide referral lists to hiring managers in a timely manner. In addition, many of these systems provide the functionality for targeted recruitment by enabling human resources personnel to select the destination of vacancy announcements. Automated systems promote contact between the federal agency and applicants through the provision of information on application status – enabling agencies to address the common complaint of applicants about the length of time between the submission of an application and the receipt of a response from agencies. Although the federal government's hiring process continues to take longer than that of the private sector, these automated systems provide applicants information while they wait.

Some federal agencies are going beyond automating recruitment and hiring systems to implement human resources enterprise systems that encompass technology for executing the full range of human resource functions. Human resources enterprise systems enable the processing of personnel actions, in addition to providing an online

receptacle for standardized and pre-approved position descriptions, addressing the burden of the amount of time and energy required for the development and approval of vacancy announcements.

A quality and flexible work environment is also necessary for effective recruitment (and ultimately retention). In the area of quality of life flexibilities, many agencies interviewed felt that the flexibilities and incentives currently available still fall short of the range of perks offered by private sector firms. Nevertheless, agencies are using incentives such as on-site childcare and flexible and alternative work schedules to attract employees motivated by the desire to balance work and family demands. The development of strategies and policies governing the utilization of quality-of-life flexibilities should be based upon determination of those that are most effective in recruitment and retention versus private sector competition. Human resources personnel and hiring managers need to equip themselves with data on the rates of usage and effectiveness of different flexibilities. This data should influence the development and execution of strategies governing the usage of flexibilities and addressing barriers to their utilization.

Impressive Statistics from USAJOBS Web Site

- 1.5 billion web site hits
- 28.5 million web site visitors
- 99% total users on the web have visited at least once
- 18,007,7000 e-mails sent
- 113,408,997 searches
- 232,724 resumes
- 16,000 jobs posted per day

Overall Challenges:

Most agencies have a long way to go before their hiring processes will be streamlined and flexible. The General Accounting Office's (GAO) December 2002 report assessing agency utilization of personnel flexibilities found a variety of barriers, including ineffective human capital planning, inadequate funding amidst competing priorities, managerial ignorance regarding their existence and usage, managerial perceptions of a burdensome and time-consuming process for their utilization, and managerial concerns regarding accusations of unfairness from employees. As a result of these findings, an agency's strategies for addressing barriers to their utilization should include educating managers about the existence and appropriate uses of flexibilities and securing stakeholder input in the development of policies and procedures governing their usage.

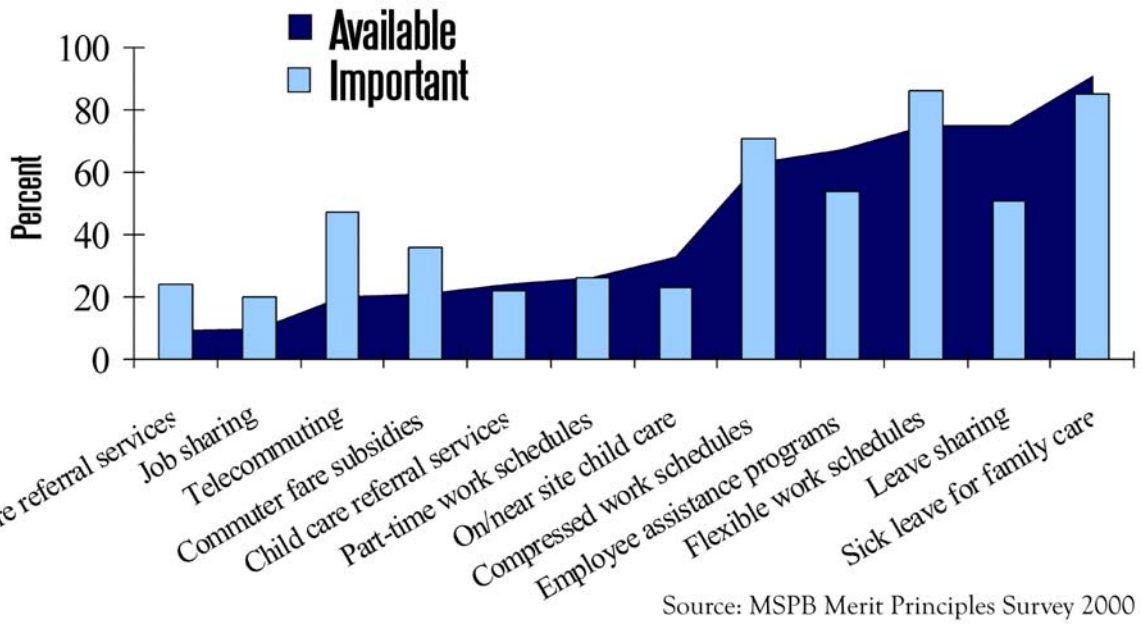
Another significant challenge to the utilization of personnel flexibilities is the amount of financial resources required for utilization of some of the financial incentives most effective for competing with the private sector for high-quality candidates. Some of the federal agencies surveyed cited the challenges posed by the accountability associated with utilization of personnel flexibilities, in addition to providing long lists of additional flexibilities that they would like OPM to provide.

Finally, the development of human resources information systems necessitates a significant investment of time and resources for assessing an agency's specific human resources information needs and the build-out and testing of the system. This is challenging for smaller agencies and those constrained in the amount of resources allocated for workforce planning, in addition to those departments in the early stages of human capital planning.

Agency Examples of Success:

OPM has streamlined the SES merit staffing process to a 30-day model to ensure that high-quality candidates are not deterred by a lengthy application and hiring process. Previously, the amount of time from an announcement's closing to approval of applications was 180 days. The new 30-day model includes 25 workdays for agency review of applications and five workdays for review by OPM's Qualifications Review Board. OPM has streamlined its own SES recruitment and hiring process in order to serve as an example for other government agencies. In the fall of 2002, OPM utilized the new streamlined model in hiring the executives overseeing the agency's reorganization into four central divisions.

Availability and Importance of Work-Life Programs



Source: MSPB Merit Principles Survey 2000

The **Department of State's** Diplomatic Readiness Task Force, working closely with the Office of Recruitment, Examination and Employment, focused on reducing the length of time between application and actual employment as a Foreign Service Officer or Specialist. The ten-month reduction in the time between passing the Foreign Service Written Exam and employment as an officer is one of the Diplomatic Readiness Initiative's most significant accomplishments. State also made some structural changes, including offering the Foreign Service Written Exam twice in a single year for the first time. The Department was also able to assess more candidates in less time by hiring additional examiners and expanding the number of test sites for oral assessment of written exam-passers. More resources were also dedicated to hiring additional personnel to obtain faster security and medical clearances.

The **Internal Revenue Service (IRS)** initiated a categorical ranking process to streamline the hiring process for the Revenue Agent position by replacing the 4-6 hour examination previously administered to applicants. Applicants are rated based on the profile of the ideal candidate for the position. The candidates hired are those who receive a "superior" rating.

The Department of Defense (DoD) has established a Defense Applicant Assistance Office that functions as a one-stop source for information and assistance for those interested in applying for DoD jobs.

The **Environmental Protection Agency's (EPA)** eZhire@EPA, a web-based recruitment and employment application system, enables candidates internal and external to the agency to apply online for jobs and promotes targeted recruitment to specific professional associations, educational institutions, and community organizations.

NRC Careers, the **Nuclear Regulatory Commission's (NRC)** automated vacancy hiring system, contains a diversity notification element, enabling hiring managers to target the distribution of vacancy announcements to organizations identified as having diverse populations.

The **Department of Army** advertises through a variety of media, including local and regional newspapers, local radio stations, professional and trade journals, and Internet employment web sites, to reach qualified and diverse applicants. The Army has expanded its use of the Internet for recruiting purposes since web-based initiatives are among those by which the Department brings in the greatest number of new applicants. For instance, the web site

developed by the Northeast Civilian Personnel Operations Center to promote the benefits of civilian employment at Army has received 171,000 hits to date.

The **Department of Treasury's** *HR Connect* is facilitating the development of a human capital plan based on OPM's Human Capital Assessment and Accountability Framework and facilitating the transition to basing succession planning, recruitment, hiring, and training on competencies. This human resources enterprise system was designed to streamline the processes of job classification, staffing, performance management, training, and workforce planning and integrate the bureaus into "one Treasury" to promote one clear image of the Department as an employer. *HR Connect's* Position Description (PD) Library, containing pre-classified position descriptions covering more than 400 occupations in 80 occupational series throughout Treasury, reduces the amount of time involved in filling job vacancies and promotes the employment of qualified candidates in a timely manner. *HR Connect's* recruitment functionality, which includes an applicant self-certification process to replace the traditional, time-consuming process of reviewing resumes and KSA's, will provide faster access to a pool of qualified candidates.

NASA STARS houses a resume database enabling applicants to store online information that can easily be accessed to respond to multiple vacancy announcements. The automated system integrates functionality for sending information on application status and new job vacancies to candidates with resumes in the database. NASA STARS facilitates a faster process for rating and ranking candidates and generating candidate referral lists. NASA's data on the usage of STARS reveals the widespread use of the system by applicants. As of September 1, 2002, the online database contained 28,246 resumes and 32,263 resumes had been created through the online resume builder.

The **Environmental Protection Agency** has created a number of "quality of life" flexibilities, including: alternative and flexible work schedules, part-time employment and job sharing, telecommuting and flexi-place, transportation subsidies, business-casual dress policy, child and elder care services, on-site child development centers and lactation stations, on-site health and fitness centers, leave bank/transfer programs, career assessment counseling, and employee counseling and assistance programs.

Innovative Practice 4: Designing Tailored Strategies to Recruit Specific Skills Sets

One size does not fit all in devising successful government recruitment initiatives. As noted in Innovative Practice 1, agencies should integrate the identification of mission-critical occupations with competency-based analyses. From this planning exercise, agencies should create "profiles of positive hires" and devise segmented and profile-specific marketing strategies to target the skills that they need. The use of these targeted marketing initiatives can substantially improve recruitment success.

Three key ingredients must be in place to recruit specific skills sets: message, spokespeople/symbols, and targeting. In terms of message development, the agency must research and understand HOW its target audience communicates and what messages are likely to resonate with that segment of the population. Using highly technical language may not work with social workers, but might work with scientists. Conveying emotion may be the best route to reach social workers. Spokespeople/symbols are vitally important in gaining credibility for an agency to deliver its message—just as NIKE uses popular athletes to sell shoes, agencies should harness popular talent to recruit quality workers. While agencies do not need to hire a movie star to promote their recruitment initiative, finding respected and renowned figures in key professional fields to promote government service can help agencies get that edge. Finally, careful targeting of recruitment messages must occur—with the best recruitment being a narrowcast rather than a broadcast exercise.

Targeted recruitment campaigns should encompass marketing and recruitment brochures, the placement of advertisements in professional journals, and the establishment of partnerships with organizations able to supply candidates with mission-critical skills.

Agencies must analyze their most productive referral sources and leverage and expand those sources. The strategic placement of hyperlinks on the web sites of affiliated organizations is but one strategy for maximizing referral sources. Additionally, agencies should consider what kinds of publications and media their target candidates gravitate toward. Strategic placement of "earned" stories about the agency in those media channels will provide a bigger return in terms of interest than paid advertising. The effective use of "relational" e-mailing to interest groups and online chat forums can also be effective in targeting a specific kind of applicant.

Overall Challenges:

Challenges involved in the implementation of outreach programs designed to target candidates with specific skills sets include the time and resources necessary for analysis of marketing, message targeting, and cultivating partnerships with spokespeople, higher education institutions, professional associations, and community groups. Without valid performance measurement information on the most cost-effective mechanisms for recruitment, federal agencies are challenged in their ability to reach out to high-quality candidates with mission-critical skills. Competition from private sector firms offering higher salaries also poses a challenge to the recruitment of candidates with specific skills sets, particularly in the fields of science, engineering, and information technology.

Agency Examples of Success:

Among **NASA's** most successful programs for targeting young applicants adding to the Agency's workforce diversity is the Undergraduate Student Research Program (USRP) that encourages careers in science, engineering, and technology through hands-on research opportunities for rising college juniors and seniors from diverse backgrounds. Since its inception in FY01, some 237 students (50 percent female and 30 percent minority) have

participated in the program, with 70 percent of the seniors involved in the program currently enrolled in graduate school.

The **Internal Revenue Service** has begun integrating simulation exercises into the hiring process to ensure employment of qualified candidates who are fully aware of their job responsibilities. Simulation exercises function as a job preview for applicants, in addition to offering human resources personnel the opportunity to observe potential employees in action. The phone aptitude of applicants for the Customer Service Representative position is assessed through simulated phone calls with taxpayers seeking information.

The **Department of Veterans Affairs** has tasked a Next Generation Workgroup, staffed by employees under the age of 30, to assist in the development of a Next Generation Plan containing recruitment and retention strategies. The workgroup is tasked with providing a "reality check" of the Department's personnel policies and recruitment strategies to ensure that they meet the needs of today's employees, such as more flexibility in the work environment and an attractive salary and benefits package.

The **Department of Labor** designed the MBA Outreach Program to address the Department's need for employees with educational backgrounds and work experience in business. The two-pronged outreach effort targets candidates for both entry-level and managerial positions within the Department. Labor is targeting qualified entry-level candidates through outreach to targeted business schools, and reaching managerial candidates with private sector work experience by posting links to the Department's website on corporate websites. To ensure a diverse applicant pool, Labor has targeted Hispanic and African-American MBA Associations. Human resources personnel judge the success of the MBA Outreach Program by the 250 applications received for 15 slots.

Government-Wide Skills Needs

In the Institute's survey of human resources managers, each agency was asked to provide a list of their top recruitment priorities. The following list of eight skills areas emerged from analysis of agency responses. While the list is informal and unscientific, it does shed insight on common skills sets being sought across the federal government.

Information Technology (IT): IT specialists, including those specifically focusing on IT security

Engineers: Civil, environmental, chemical, mechanical, electrical, electronic, computer, nuclear, and aerospace engineers, in addition to engineering technicians

Law Enforcement and Protection: Police officers and security guards, fire fighters, criminal investigators, attorneys, immigration enforcement professionals, and consumer safety inspection officials

Analysts: Industry, financial, management and program, policy, public health, social science, and risk analysts

Financial Management and Accounting: Auditors, agency accounting staff, budget analysts and financial forecasters, and economists

Science: General scientists, biologists, chemists, and research and development managers

Medical: Physicians, nurses, pharmacists, veterinarians, and health physicists

Natural Resources: Environmental specialists, agriculture and forestry professionals, earth science specialists, and meteorologists.

The **Department of State's** Office of Recruitment, Examination and Employment (HR/REE) commissioned a market research project to identify the preferences, perceptions, and job search habits of its target markets. The results of this analysis are being used to reposition the Department's recruitment brand and refine tactical campaign planning. The recruitment campaign for the Office Management Specialist (OMS) position is evidence of a targeted approach. As part of its effort to hire 100 qualified OMS employees, as well as build a pool of qualified candidates to meet future staffing needs, HR/REE engaged an organization to conduct skills assessment tests online and utilized a variety of vehicles to direct the target audience to this self-assessment tool. The language in the job announcement posted online was revised to more accurately reflect the demanding nature of the position and screen out unqualified candidates. Filter questions at the beginning of the online skills assessment ensured a more appropriate applicant pool by preventing the limited number of testing licenses from being consumed by candidates without U.S. citizenship or sufficient administrative experience.

Innovative Practice 5: Providing for Market-Based and Performance-Based Pay in Government

Compensation will remain a systemic challenge for federal government recruitment and retention efforts. Nevertheless, there are a number of compensation reforms that agencies can and should consider to bolster their recruitment efforts. While there is little hope for the federal government to compete with the private sector on compensation, the simple reality is that not every qualified worker is motivated solely by compensation. Many are seeking a rewarding, quality, and fulfilling career where they can make a difference. As such, it is imperative that government not benchmark its compensation against the private sector, but rather be prepared to compete with non-profits and academia by matching their compensation.

The first compensation reform agencies should enact is to streamline their pay scales to reflect the elasticity of their specific labor market. Not all agencies are trying to hire the same skills set. As a result, not all agencies should have the same pay system. Agencies should link pay with market rates for recruiting high-quality candidates. Currently, the General Schedule limits managers to ten salary options in each grade. Many (including the National Commission on the Public Service) have recommended replacement of the 15 pay grades and salary ranges in existence with a "broadband" system containing four to six broad bands with relatively wide salary ranges. This "broadband" system would enable increases in compensation based on performance, rather than merely time in grade, and allow managers to provide significant pay raises to new hires from the private sector, depending on their qualifications. Similarly, the General Accounting Office's January 2003 high-risk report advanced the recommendation that the federal government make greater use of "broadbanding," provided agencies demonstrate the existence of performance management systems making meaningful distinctions between high and low performers. GAO recommended that Congress either enable the Office of Personnel Management (OPM) to grant government-wide authority or permit agencies individually to apply for the authority to utilize broadbanding for specific critical occupations.

Another key compensation reform is recognizing and rewarding "outstanding" performance. Compensation is not only about how much one makes — it is also about seeing how one's contributions are valued. By moving toward improved "pay-for-performance" systems agencies can provide this important sense of recognition and value to employees. Toward this end, President Bush's FY04 budget proposal included the establishment of a $500 million "human capital performance fund" from which agencies can obtain funds for rewarding employee performance by adding to base pay. Agencies requesting money would be required to submit a workforce plan to OPM – the administrator of the performance fund. This submission signals the Administration's movement toward enacting pay reform enabling the federal government to compete for talent with the private sector in the face of the human capital crisis.

Overall Challenges:

Most agencies have not progressed toward market-based and performance-based pay systems. Many have not felt that they have the authority to pursue these reforms, although Congress and OPM have generally been supportive of such proposals. Moreover, implementation of a performance-based pay system is challenging since its effectiveness is contingent on the establishment of a performance management system differentiating between high and low performing employees and enabling evaluation of the effectiveness of personnel reforms. GAO recently concluded that the Federal Aviation Administration's (FAA) personnel management system reforms, which included a pay-banding system linking compensation to employee performance, did not demonstrate results. As a result, GAO recommended the development of measures for assessing the contribution of personnel reforms to the attainment of agency goals, pointing out that FAA's human capital management strategies were implemented without collection of baseline data or the establishment of performance measures.

Most importantly, performance-based pay requires the commitment of financial resources. Pay reform should not be an unfunded mandate. If they are serious about the strategic management of human capital and the recruitment and retention of high-quality government employees, Congress and the Office of Management and Budget must allocate money to federal agencies.

Agency Examples of Success:

The **Department of Navy's** "China Lake" Demonstration Project, which was implemented in 1980, features pay-banding, performance-based pay for white-collar employees, and increased flexibility in starting salaries. OPM determined that the demonstration project was effective in improving human resources management at two demonstration labs, with reduced time for classification actions and improved employee satisfaction. The Navy has experienced improved recruitment and retention among high-performing employees and increased turnover among low performers, and is able to compete for talented employees. The National Defense Authorization Act of FY96 extended the flexibilities included in this project to cover other Department of Defense (DoD) laboratory facilities. DoD's Science and Technology Reinvention Laboratory enhanced China Lake's system with the addition of a contribution-based system aligning employee salaries with contributions to mission goals. Although project evaluation is ongoing, initial results indicate that the flexibilities have positively impacted human resources management.

The **National Institute of Standards & Technology (NIST)** implemented a demonstration project encompassing pay-banding, performance-based pay for white-collar employees, supervisory pay differentials, recruitment and retention bonuses, and flexible probationary periods. Expanded hiring authority and flexibility in establishing starting salaries have enabled NIST to remain competitive with the private sector and retain high-quality employees. The delegation of personnel authorities to management has decreased the amount of time needed for position classification, and the demonstration project's pay-banding system has increased average salaries while reducing the correlation between tenure and pay. Surveys have revealed that employees now perceive a linkage between performance and pay.

The **Department of Defense** established a pay system that integrates a pay band above the GS-15 level for Senior Scientific Technical Manager (SSTM) positions, separate from those for SES, ST, and SL positions. DoD has reserved these positions for scientists and engineers primarily engaged in basic or applied research and performing managerial and supervisory duties.

Innovative Practice 6: Using Internships, Fellowships, and Alternative Staffing Solutions

Federal agencies should take a more expansive view of the ways to access the human capital that they require by examining the use of internships, fellowships, inter-agency personnel transfers, and reemployment of annuitants. Agencies should consider whether or not short-term and alternative staffing options are more appropriate for filling some positions than hiring full-time, equivalent employees.

Internship and cooperative education programs provide students exposure to the work environment of the federal government and offer mentoring opportunities, while also supplying managers a preview of the students' skills and abilities. Some of the internship and cooperative education programs also enable agencies to convert participants to permanent, full-time employees following program completion. By encouraging students to pursue mission-critical fields of study, fellowship programs provide agencies with a ready pool of talented candidates, while assisting students with educational expenses. The Intergovernmental Personnel Act (IPA) provides a short-term staffing option that enables agencies to harness the skills and abilities of employees in state and local government, academia, and the non-profit sector.

Among the federal agencies surveyed, the most commonly utilized alternative staffing options were the Federal Career Intern (FCIP), Presidential Management Intern (PMI), Student Temporary Employment (STEP), and Student Career Experience Programs (SCEP). Many agencies are also starting to pursue the opportunity to reemploy annuitants since it provides a means to capture the institutional knowledge of retired employees, and offer training and professional development opportunities for current employees.

Overall Challenges:

The use of alternative staffing solutions represents a cultural change for federal agencies generally unaccustomed to deviations from the typical hiring process and the employment of permanent, full-time employees. In addition to the necessary paradigm shift, the introduction of alternative staffing options necessitates the development and maintenance of an infrastructure for recruitment, application screening, and hiring of individuals through these programs.

Agency Examples of Success:

NASA is utilizing STEP and SCEP to recruit and retain young people. Between FY00 and FY02, NASA utilized the STEP and SCEP programs to employ 662 students and convert to permanent, full-time positions 215 SCEP participants.

The **Department of Interior's** bureaus are utilizing STEP and SCEP to recruit qualified young applicants with the potential to become permanent, full-time employees. The **Bureau of Land Management (BLM)** has centralized the management and funding of SCEP to promote the implementation of both national and local level recruitment and placement efforts increasing workforce diversity and employee retention at the entry-level. By the end of FY02, BLM increased the total number of SCEP hires to 99, which represented a 152 percent increase from FY97. **The U.S. Geological Survey (USGS)** has integrated STEP and SCEP, in addition to other feeder programs, into its Bureau Outreach Initiative (BORI) to retain qualified students recruited from targeted higher education institutions for longer than just a summer internship.

The **Environmental Protection Agency (EPA)** has developed the EPA Intern Program (EIP) to cultivate future leadership and promote workforce diversity by recruiting via outreach to special emphasis and professional organizations, publicity to academic career placement offices, and participation in job fairs.

The **Department of Health and Human Services** is utilizing the Emerging Leaders Program to target master-level and some bachelors-level graduates to fill administrative and mission-critical occupations. Sixty-two recent graduates are currently participating in the two-year program providing personal and professional development opportunities in the form of training, mentoring, and rotational assignments at departmental and OPDIV offices. Emerging Leaders, who are excepted service appointees, can be non-competitively converted to full-time, permanent positions following program completion.

The **Nuclear Regulatory Commission (NRC)** has been implementing the Nuclear Safety Intern Program for the past three years. The program has a budget of 20 FTE's and utilizes the direct hire authority and the "Call to Serve" program to recruit entry-level employees. NRC is also implementing undergraduate and graduate fellowship programs to recruit students with mission-critical skills. The undergraduate fellowship program pays for the senior year of college of selected exemplary students. NRC's graduate fellowship program pays students to pursue graduate degrees in specialized fields needed at the commission and guarantees their employment upon graduation. NRC is also utilizing two authorities to reemploy annuitants with critical skills in areas such as nuclear technology. The commission has requested ongoing access to this flexibility.

The **Social Security Administration's (SSA)** reemployment of annuitants has enabled the agency to retain the knowledge of former employees in mission-critical occupations. The re-employment of 144 annuitants last year, placed primarily in field offices, enabled SSA to maintain normal business hours during periods when smaller offices in remote locations are typically short-staffed. These re-employed annuitants also trained and mentored newly hired claims representatives. Re-employed administrative law judges processed more than 9,300 cases last year, enabling SSA to provide better service to claimants requesting hearings.

The **Internal Revenue Service** is utilizing the reemployment-of-annuitants flexibility to tap into the expertise of retired Revenue Agents by hiring them as instructors and mentors for new hires.

NASA and the **National Science Foundation** are utilizing the flexibility of the Intergovernmental Personnel Act to tap into resources outside of the public sector and integrate talent from academia and the non-profit sector.

The **Department of Housing and Urban Development (HUD)** is using the Federal Career Intern (FCIP), Presidential Management Intern (PMI), and Student Career Experience Programs (SCEP) and other college co-op programs to recruit young people and cultivate future leadership for a department faced with the retirement of over half of its workforce in the next several years.

Innovative Practice 7: Cultivating Leadership through Candidate Development Programs and Strong Senior Executive Evaluation Systems

Agencies must aggressively pursue recruitment of quality senior managers in the next several years. The General Accounting Office's (GAO) High-Risk Update signaled the need for government agencies to develop strategies to counter the loss in leadership continuity, institutional knowledge, and expertise precipitated by the expected retirement of 45 percent of the members of the Senior Executive Service (SES) by 2005 (71 percent will be *eligible* for retirement). Also troubling are the projected retirement rates among GS-15 level employees at some federal agencies.



The human capital plans of federal agencies must integrate succession planning strategies for cultivating leadership among candidates internal and external to their agencies. SES Candidate Development Programs, in addition to other management training and mentoring programs, enable federal agencies to provide professional development opportunities in advance of future leadership needs and are a key component of succession planning. Federal agencies can utilize these training and professional development programs to focus on employee development of the competencies required in mission-critical occupations. Also critical to the strategic management of human capital and the recruitment and retention of quality candidates is the development of a system for evaluating the performance of SES managers and members of their staff. In order to motivate managers to align their work with the attainment of agency mission goals, these performance management systems should make meaningful distinctions between high and low performing employees and recognize and reward outstanding leadership.

Many of the federal agencies surveyed for this research project are integrating in their succession plans, SES Candidate Development Programs, training and professional development opportunities for mid-level managers, and employee mentoring programs. However, more federal agencies must focus on the design and implementation of training and professional development opportunities for employees at all levels of the agency, not just those grooming mid-level and senior managers.

Overall Challenges:

One of the most significant challenges to the implementation of succession planning strategies, such as candidate development programs and other professional development opportunities, is the availability of funding for such programs. The budgets for training and professional development opportunities are often among the first to be cut by federal agencies. In addition, federal agencies are constrained in the amount of staff time that can be devoted to internal and external program promotion, candidate selection, and program administration due to the multiple demands placed on understaffed offices of human resources.

This poses a challenge especially for some of the smaller independent agencies, in addition to those larger departments strapped by limited financial resources. The current system for the evaluation and recertification of members of the Senior Executive Service represents a barrier to differentiation between high and low performing employees. It is difficult to cultivate leadership in an environment where SES managers are automatically recertified every three years.

Agency Examples of Success:

The **Department of Commerce** piloted the SES 2000 Candidate Development Program for all bureaus. The Department has also developed a mid-level development program for GS-12 and GS-13 level employees, and recently announced a Candidate Development Program for GS-14 and GS-15 employees that specifically links to the succession needs identified through the workforce analysis.

The **Department of Housing and Urban Development's** SES Candidate Development Program grooms GS-15 employees for Senior Executive Service positions.

The **Department of Labor** has created Department-wide candidate development programs for both management and SES positions, targeting candidates internal and external to the Department. The Management Development Program is a mentoring program designed to prepare employees for mid-level management positions.

The **Department of Veterans Affairs** has implemented SES candidate development programs, in addition to providing professional development opportunities for employees at the GS-13 through GS-15 levels.

The **Social Security Administration's (SSA)** 12-18 month SES Candidate Development Program prepares GS-15 employees to become members of the Senior Executive Service. The Advance Leadership Development Program provides training and professional development for employees at the GS-13 and GS-14 levels. Other leadership development programs target SSA employees at the GS-9 through GS-12 levels.

Innovative Practice 8: Promoting Workforce Diversity

Generally speaking, the federal government has made significant progress in diversifying its workforce. However, the survey of federal agencies indicated that for the most part, agencies need to be more strategic about diversity recruitment initiatives and integrate a focus on the recruitment of women, Hispanics and the disabled. While all of the agencies were able to provide some information on the implementation of strategies for promoting workforce diversity, there was a great deal of variation in the extent to which they targeted all of the demographic groups underrepresented within the organization.

Federal agencies need to include in their human capital plans diversity statistics tracking gender, race, and national origin by grade, series, geographical location, and supervisory status. Agencies can use this information to pinpoint those demographic groups underrepresented in their workforce and target their recruitment efforts accordingly. This data also provides a baseline for measuring the performance of diversity recruitment initiatives. Success in cultivating workforce diversity is contingent on the development of a comprehensive diversity recruitment initiative, complete with marketing and recruitment materials and strategies for reaching the members of each of those demographic groups identified as underrepresented within the agency. Marketing and recruitment materials should depict a diverse workforce and convey messages tailored to target a specific pool of potential applicants. Different versions of such items as videos, brochures, and CD-ROMs should be developed to target minorities, young people, the disabled, or persons with specific skills sets.

Agency employees are an important resource to tap in developing and executing strategies to promote workforce diversity. Agencies are establishing diversity taskforces to develop and implement targeted recruitment initiatives to ensure workforce diversity and utilizing employees affiliated with special emphasis groups as recruiters at career fairs and conferences at targeted higher education institutions and professional associations. Just as an agency's suite of recruitment materials should reflect diversity, its cadre of recruiters should reflect the targeted applicants by including women, racial and ethnic minorities, young people, and the disabled. For instance, young recruiters are probably best able to connect with young applicants and interest them in agency employment.

The cultivation of partnerships and long-term relationships, and the initiation of memoranda of understanding (MOU's) with organizations yielding high-quality and diverse candidates hold the most potential for success in the area of diversity recruitment. Some of the federal agencies surveyed have realized success in the recruitment of young people by establishing relationships with colleges and universities that have high concentrations of minority students pursuing mission-critical fields of study. Other agencies have chosen to focus primarily on specific departments of select higher education institutions, targeting their outreach toward students pursuing degrees in such areas as science and engineering. Both minority-serving institutions, such as historically black colleges and universities, and other colleges and universities with significant numbers of minorities pursuing agency mission-related fields of study are important to target in diversity recruitment. Several of the federal agencies surveyed are realizing success in the recruitment of young people through the utilization of "feeder programs" that target high school students, as well as internship and cooperative education programs that target undergraduate and graduate students. Examples include the Federal Career Intern (FCIP), Presidential Management Intern (PMI), Student Temporary Employment (STEP), and Student Career Experience Programs (SCEP). Other mechanisms promoting the recruitment of young people are Student Loan Repayment Program and fellowship programs.

Agencies can boost their numbers of women recruited by providing flexible and alternative work schedules and other work-life options, such as on-site child development centers or childcare subsidies. Beyond that, the availability of those features must be highlighted during the recruitment process. The components of a recruitment strategy targeting the disabled would be similar to those currently being executed to reach young people and minorities. Federal agencies should cultivate relationships with organizations that work with and serve disabled persons, develop targeted marketing and recruitment materials, and utilize disabled employees as

recruiters. In addition, federal agencies should utilize the available authorities for employing people with disabilities. The Office of Personnel Management's maintains a web site that addresses the federal employment of people with disabilities (http://www.opm.gov/disability/), providing a comprehensive list of recruitment sources — including grant, rehabilitation, recruitment, and employment programs – and a nation-wide employer service administered by federal agencies. In addition, colleges and universities with disability resource centers are an important source of qualified and disabled employees.

Overall Challenges:

As mentioned previously, competition from private sector firms offering attractive salary and benefits packages and on-the-spot offers of employment poses a significant challenge to the federal government's ability to recruit and retain qualified candidates that contribute to workforce diversity. Equally challenging is making resource allocation decisions without access to performance measurement data that provide the information needed to differentiate between successful and failing recruitment initiatives. Without systems of performance measurement to track and evaluate the partnerships, programs, and venues most effective in the recruitment and employment of high-quality and diverse candidates, federal agencies are challenged in their ability to make strategic recruitment investments.

Agency Examples of Success:

The **Social Security Adminstration's (SSA)** Office of Civil Rights and Equal Employment Opportunity has chartered advisory councils composed of employees from the protected groups of African-Americans, Hispanics, Asian-Americans and Pacific Islanders, Native Americans, and persons with disabilities, to assist in efforts to recruit a diverse workforce. Over the past year, SSA's recruitment initiatives have targeted persons with disabilities, in addition to Asian-Americans and Pacific Islanders and Hispanic-Americans.

The **Department of Agriculture** is tapping current employees to participate in the development of initiatives promoting workforce diversity through the implementation of seven Diversity Advisory Councils under the guidance of the Secretary. Each of these councils, which are composed of employees from the Department's different diversity groups and co-chaired by political appointees and SES managers, focus on hiring, training, and retaining qualified employees contributing to workforce diversity.

The **Department of Commerce** has signed nine MOU's with Minority-Serving Institutions, in addition to establishing an MOU with the National Academy Foundation (NAF), a non-profit intermediary working with business partners and schools. The MOU with NAF encompasses four-year specialized curricula, government internships, and cooperative education opportunities in the Academies of Information Technology, Finance, and Travel and Tourism.

The **Environmental Protection Agency's (EPA)** strategies for reaching out to Hispanics and Asian-Americans and Pacific Islanders were developed through consultation with internal and external stakeholders. Two National Hispanic Stakeholder Consultations convened representatives from community-based and non-profit organizations, academic institutions, and businesses, while the Hispanic Outreach Internet Conference opened up the discussion to the general public. EPA facilitated listening sessions to gather input from Asian-Americans and Pacific Islanders.

The **Department of Interior's** bureaus are forging ongoing relationships with higher education institutions to ensure the recruitment of qualified and diverse entry-level employees. Teams of employees from each of the U.S. Geological Survey's (USGS) major programs are establishing relationships with higher education institutions currently involved with the bureau and enrolling significant numbers of minorities in fields of study related to the bureau's work. Over 90 percent of the students employed have contributed to improvement in USGS's data on under-representation. The Fish and Wildlife Service has established relationships with four-year higher education institutions, local community colleges, and the military, in addition to signing cooperative agreements with natural resource-focused organizations.

The **Immigration and Naturalization Service (INS)** is targeting its recruitment efforts toward women by working with professional associations such as Women in Federal Law Enforcement, the International Association of Women in Trade and Technology, and Women for Hire.

The **Naval Air Systems Command (NAVAIR)** targets universities with high enrollment and graduation rates of women and minorities, as well as conferences and career fairs that target women and minorities. The Command also utilizes associations with professional societies, such as the Society of Women Engineers.

The **Department of Veterans Affairs (VA)** hopes to attract up to 10,000 women into the Department over the next five to ten years through two initiatives that address the recruitment and advancement of women: the Women's Taskforce on Employment Advancement and the Women's Executive Leadership Forum.

The **Internal Revenue Service (IRS)** has a special emphasis program that promotes the hiring of disabled applicants. The disability campaign includes promotional videos and CD-ROMs distributed to colleges, the participation of recruiters at specialty career fairs and disability conferences, and interactive web banners. IRS utilizes the theme "Disability Excels" to promote the availability of employment opportunities for qualified and disabled applicants.

The **Department of Veterans Affairs'** campaign for recruiting the disabled has realized success, with the Department's disabled workforce above the national average. VA is utilizing a variety of strategies, including targeted recruiting and the use of well-known personalities to promote the hiring of disabled employees. These strategies are designed to fulfill the Department's share of President Bush's "Disabilities Initiative," which requires the employment of 17,000 disabled employees.

The **Nuclear Regulatory Commission (NRC)** bases its strategies for targeting the disabled on annual analyses of the commission's handicapped employment status. NRC recruits at Gallaudet University and veterans-oriented career fairs.

The **Department of Transportation's (DOT) Federal Highway Administration (FHWA)** is working with state vocational rehabilitation agencies to target qualified disabled candidates. The Administration has allocated a number of centralized slots to be filled by disabled candidates who will be permanently placed within two years.

The **Department of Defense** has a very active campaign for recruiting a diverse workforce with many programs focusing on the recruitment of entry-level, minority, disabled, and female applicants. The Department has a five-year goal of hiring 32,000 disabled employees by FY05, and to date has exceeded annual targets.

Innovative Practice 9:
Outsourcing Some Recruitment Activities

Outsourcing and privatization by the federal government has grown at a rate of nearly 16 percent in recent years.[1] Unfortunately, very few human resources functions have been outsourced—and almost no recruitment initiatives have been contracted out. With the President's Management Agenda's emphasis on competitive sourcing, that should all change. Moreover, the recent revisions to the Office of Management and Budget's Circular A-76 have further emphasized the importance of human resources managers in the competitive sourcing process.

The antiquated view of human resources as an administrative support function no longer applies. It is imperative that human resources leaders shift their resources away from administrative tasks and build strategic, value-added capabilities. For human resources to truly achieve the status of a strategic business partner and align with agency mission and objectives, privatization of certain human resources processes, particularly recruitment, is absolutely essential.

According to research by Gartner, Inc., 80 percent of companies now outsource at least one human resources activity, and the number is swiftly growing. A major facet of this new approach is an emerging consensus to focus on core human resources activities and to outsource peripheral, yet necessary, administrative tasks such as payroll, benefits, education/training, personnel administration, organizational development, contingent workforce management, workforce analytics and recruitment. Outsourcing administrative functions like recruitment provides human resources managers the ability to focus more attention on strategic workforce challenges.

The cost savings associated with outsourcing recruitment activities are also quite substantial. Outsourcing eliminates the fixed expense of a recruitment infrastructure and can also help reduce candidate cycle time and cost-per-hire, having a significant effect on an agency's bottom line.

While most government agencies have been slow to embrace the outsourcing of recruitment activities, there is no denying the potential cost savings and overall efficiencies associated with contracting out this function. More importantly, in an outsourced environment, human resources managers will have an opportunity to focus on an agency's human capital strategy.

Overall Challenges:

There are a multitude of challenges associated with outsourcing recruitment activities, including myriad cultural issues inherent within these job competitions. Human resources managers are uncomfortable with the idea that transactional work may be administered by a private company or even disappear entirely. Many in the public sector view outsourcing as a Pandora's Box that will eventually lead to further privatization and a reduction in the civilian workforce. Others who support outsourcing recruitment operations are concerned about how to deal with subsequent issues involving displaced employees and the transfer of internal competencies.

Agency Examples of Success:

The **Transportation Security Administration (TSA)** outsourced its recruitment and hiring processes for security screeners and other personnel. The $554 million contract was awarded not to the private sector, but to CPS Human Resource Services, a government agency that is administered jointly by the California State Personnel Board and several local governments in and outside of California. The award marks a unique arrangement in federal contracting history. While federal agencies routinely contract with one another for services, few have awarded service contracts to state or local agencies. TSA also awarded a five-year $214 million contract to New York-based consulting firm Accenture, which will handle TSA's day-to-day human resources administration, such as personnel recordkeeping and processing.

While not a federal example, the **State of Florida** recently signed a seven-year contract with Convergys Corp. to take over personnel functions for the state. The deal is worth $280 million and will save the state between $65 and $90 million that otherwise would been spent to replace the Cooperative Employment Personnel System, the

agency's current computer system. Further estimates suggest that the state could save upwards of $173 million over the seven years with the deal. Convergys will manage benefits and payroll, recruiting, and training and the work done by the state agencies' human resources offices for the State of Florida's 189,000 employees. Initially, service centers will be opened in Tallahassee and Jacksonville. Up to 800 state workers will be affected by the privatization, but will be considered for job openings with Convergys. Others will be retained by the state to handle the remaining human resources duties.

[1] Nick Wakeman, "Foreign Nations Outpace U.S. in Outsourcing," Washington Technology, August 28, 2000.

Innovative Practice 10: Measuring Recruitment Success

"What gets measured, gets done." By now, virtually every federal manager has heard this famous quotation from renowned management guru Peter Drucker. From the passage of the Government Performance and Results Act (GPRA) in 1993 to the President's Management Agenda, federal program managers have been given a clear mandate to plan for, manage by, and justify budget requests through performance measures.

A critical focus of the research team's survey of federal agencies was gathering information on the performance measurement systems in place for evaluating recruitment success. As the research team visited each federal agency, it became clear that there are few examples of effective, mission-aligned human resource performance measures in government.

Of the measures collected by the research team, most were not truly mission-aligned. Agencies are using "proxy" measures in many cases, focusing on project management indicators such as number of applications received or individuals hired. These "body count" measures, while important for internal recruitment project management, reveal little information on whether the recruitment initiative is having an impact on agency skills gaps or more importantly, resulting in improved program performance.

Nevertheless, some of the federal agencies surveyed were able to supply a short list of performance metrics for assessing recruitment success. A few agencies were standouts, utilizing a full array of performance measures to influence resource allocation decisions in the area of strategic recruitment.

Some of the agencies surveyed are utilizing performance measures to assess the cost-effectiveness of various recruitment initiatives, including web-based recruitment and marketing and partnerships with targeted higher education institutions, professional associations, and community groups. Measurement of cost efficiencies necessitates putting in place mechanisms for tracking specific referral sources, such as including questions in online applications. Some agencies have integrated into their human capital plans performance measures tracking the rates of conversion of cooperative education, intern, and candidate development program participants to full-time, permanent employees upon program completion. These measures facilitate estimation of the recruitment and retention potential of specific programs.

Performance measures being used to evaluate the efficiency and timeliness of the various phases of the recruitment and hiring cycle include timeframes for the development and distribution of vacancy announcements, referral of candidates to managers, and extension of job offers. Agencies are also utilizing evaluative tools for capturing applicant and manager satisfaction. Integrating surveys into online applications and administering web-based entrance and exit interviews enable agencies to gauge applicant satisfaction with the application process and evaluate the effectiveness of initiatives designed to streamline the recruitment and hiring process. Agencies are surveying managers, through both formal and informal mechanisms, to assess their satisfaction with the quality and diversity of candidates recruited.

Some agencies are able to evaluate their effectiveness in targeting recruitment toward applicants possessing mission-critical skills and contributing to workforce diversity by comparing the actual numbers of applicants hired in specific occupational series and demographic groups with hiring targets included in the human capital plan. Tracking the retention rate of recruits in the workforce overall or within specific occupational series provides information on the effectiveness of the processes for candidate screening and selection. Additional measures for assessing the effectiveness of targeted recruitment are assessments of employee performance both during training and on-the-job.

Why Measure Government Recruitment Efforts?

Results-oriented performance measures provide information on the most successful recruitment mechanisms and programs, providing human resources personnel and hiring managers the information necessary for making resource allocation decisions. For example, tracking candidate referral sources and pursuing the initiatives generating the largest pool of qualified applicants is fundamental to "getting the biggest bang for the buck" in strategic recruitment. By integrating performance measures into their human capital plans and individual recruitment initiative, agencies are able to steer additional resources toward high-performing and cost-effective recruitment programs. Agencies without systems of performance measurement continue the implementation of current and commence new recruitment initiatives without a solid business case for doing so. That's throwing good money after bad.

Good systems of performance measurement equip agencies with four levels of capability.

· STRATEGIZE to Achieve Mission Results

Performance measures should illustrate the strategy and tell the "story" of the programs of a government agency. They should illustrate the top human capital challenges faced by an agency and demonstrate how a quality workforce improves the agency's performance results. The most important aspect of this criterion is the focus on how strategic recruitment can enhance the end outcomes of the agency. The extent to which the agency can demonstrate a "cause-effect" linkage with its measures will bolster its case for expanded tools and flexibilities to recruit and retain its workforce.



· COMMUNICATE Agency Priorities

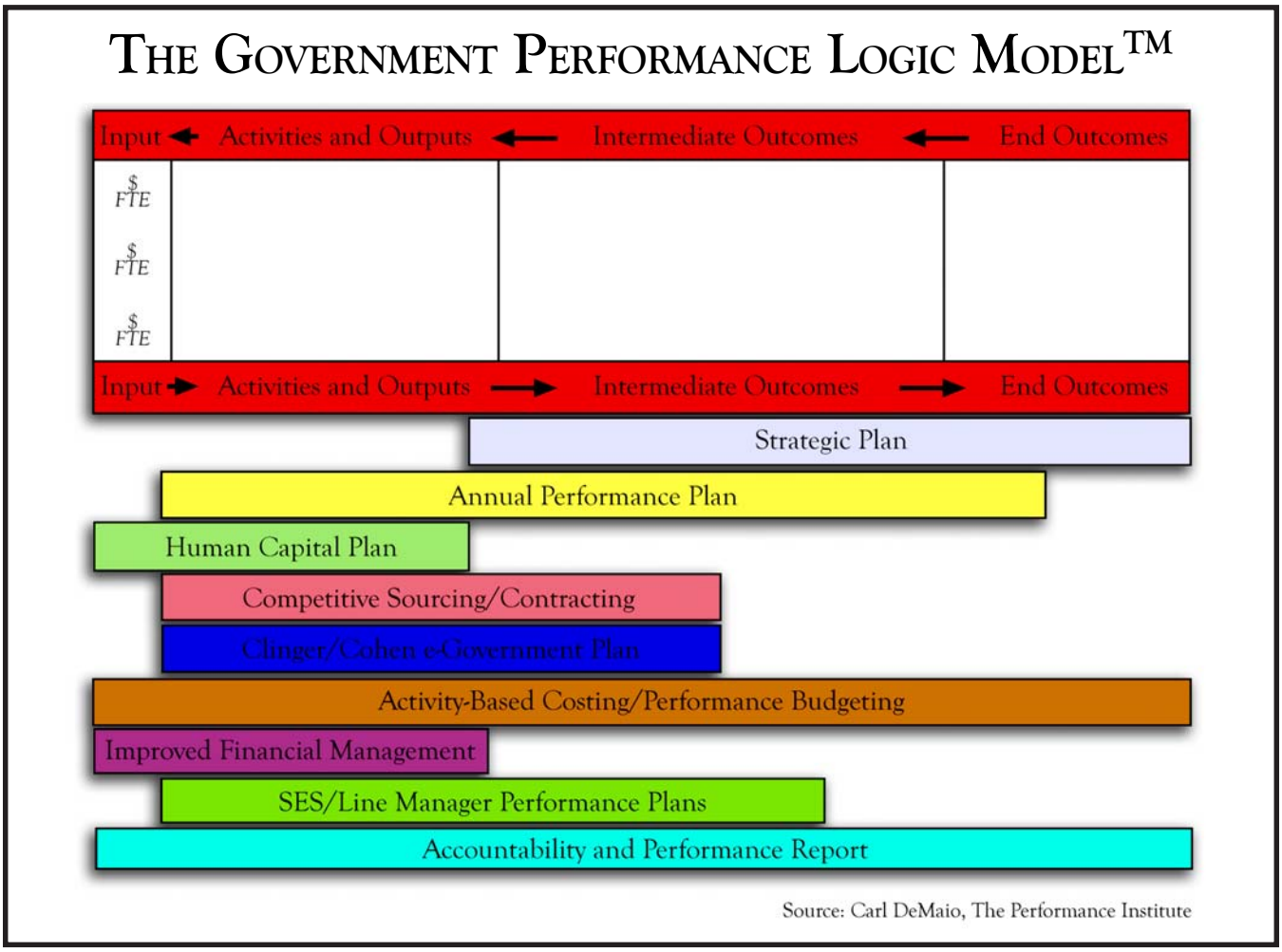
Performance measures provide a mechanism for communication to stakeholders internal and external to the agency. They provide employees information on how their daily activities and outputs fit into the "big picture" of the agency. Human capital planning and recruitment performance measures communicate to human resources personnel and hiring managers the contribution to mission fulfillment of their programs and initiatives. Performance measures also facilitate external communication with policymakers and stakeholders, providing a mechanism for conveying mission results and the generation of benefits to the taxpayer from a quality workforce. They also improve the necessary "change management" process among line managers related to efforts to improve agency recruitment and quality of life initiatives.

· MOTIVATE Managers and their Staff

As noted above, the selection of a key set of strategic management indicators communicates to employees the areas in which they should focus attention by highlighting agency priorities. More importantly, introducing transparency and accountability into the system motivates employees to respond with improved performance. Human resource measures should be tied to individual human resource manager evaluations, as well as any contracts with human resource vendors. Moreover, where appropriate, non-human resource managers in the agency should be subject to human resource measures. For example, those performance measures pertaining to human capital planning and recruitment, retention, and redeployment efforts within individual programs should be applied to the senior executives in charge of those programs. By solidifying accountability on an individual manager and employee level, the agency can improve the integration of recruitment and retention initiatives across program lines and encourage teamwork between human resources and programs.

· MANAGE by Monitoring Results

Too many measures can cause performance management systems to collapse under their own weight. It is important to keep the measures to the vital few and focus on the management relevancy of each. Systems of performance measurement function as management tools by delineating the linkages between today's activities and outputs and the intermediate and end outcomes of the future. Performance measures should be utilized on an ongoing basis to monitor results and manage agency programs. In the area of human capital planning and recruitment, performance measures serve as "red flags" that some initiatives are not producing the desired results – attracting and retaining high-quality candidates. Performance measures provide the information necessary for differentiating between high- and low-performing recruitment initiatives. To be most effective, performance measures should be relevant to the information needs of senior management, program managers, policymakers, and the American public.



Getting Started: Selecting Effective Recruitment Performance Measures

Selection of human resources performance measures must begin with the development of the agency's human capital plan. As noted in Innovative Practice 1, the agency's human capital plan presumes that each individual program within the agency has a clear definition of its outcomes and key strategies and outputs for achieving those outcomes. Performance measures for recruitment initiatives should relate the successful hiring of new skills sets with the improvement in the agency's performance and mission achievement.

A helpful framework that many government managers are using to develop performance measures is the Government Performance Logic Model. The Logic Model provides a roadmap for mission achievement by

delineating the relationships between today's activities and processes and future end and intermediate outcomes and depicting the contributions of both mission- and function-oriented programs (human resource, information technology, acquisition, etc.) to the achievement of mission goals. The Logic Model promotes programmatic and systems integration, facilitating identification of the role played by each of a federal agency's programs and departments. Most importantly, the Logic Model directly maps to the structure outlined in Innovative Practice 1 for the Strategic Human Capital Plan.

While the "cause-effect" relationships depicted in the Logic Model are difficult to measure, the agency must at least begin by articulating its strategic approach to fulfilling its mission—i.e. what agency products and services will be provided to achieve the end-outcome results defined by the agency's mission. Much of this thought process should occur in the context of the development of agency GPRA long-term strategic plans and annual performance plans.

End Outcome measures represent tangible results for the American people—and are often multi-year in scope. They are driven directly by each program's mission and capture the essence of the "public benefit" to be delivered by the program. Measures selected for outcomes are typically "indicators" and depict the relationship between the recruitment initiative and the program outcome. Questions to consider in the establishment of end outcome goals and measures include:

- What is the public benefit derived from this program?
- What indicators would suggest that the program has fully accomplished its goals?
- Can the impact of the recruitment of a new skills set or additional human capital for this program be measured directly?

Intermediate outcome measures define how the agency will achieve results—not in terms of products and services (those are outputs of program alignment), but rather the impacts and effects the agency seeks to have externally (program short-term impacts) and internally (staff capabilities). In many cases, strategies define national "solutions" to key societal challenges and constitute the federal government's contribution to solving those challenges. Intermediate outcomes typically relate to the attitudinal, behavioral, and conditional changes needed to deliver the desired end outcome. Questions to consider in the establishment of intermediate outcome goals and measures include:

- What must change in the status quo to create the conditions necessary for mission fulfillment?
- Who are the targets of change and what must they do?
- What role do skills and agency employee capacity have to play to implement the strategies that cause change to happen?

Output measures define what the agency will specifically produce—the products and services that an agency delivers to achieve each of the strategies specified in the intermediate outcomes portion of the logic model. Perhaps the easiest element of the logic model to define and measure, outputs represent the workload of agency employees intended to effect the attitudinal, behavioral, and conditional changes necessary for producing the desired end results. Questions to consider in the establishment of output goals and measures include:

- What specific things can human resources do through recruitment to cause the desired attitudinal, behavioral, and conditional changes to happen?
- What products should be produced? What services should be provided?
- What is the workload or set of transactions to be handled to produce mission results?

Inputs of the logic model are those human and financial resources allocated to deliver an agency's programs and services. The logic model integrates data on the number of FTE employees and amount of an agency's budget earmarked for human capital planning and recruitment.

Overall Challenges:

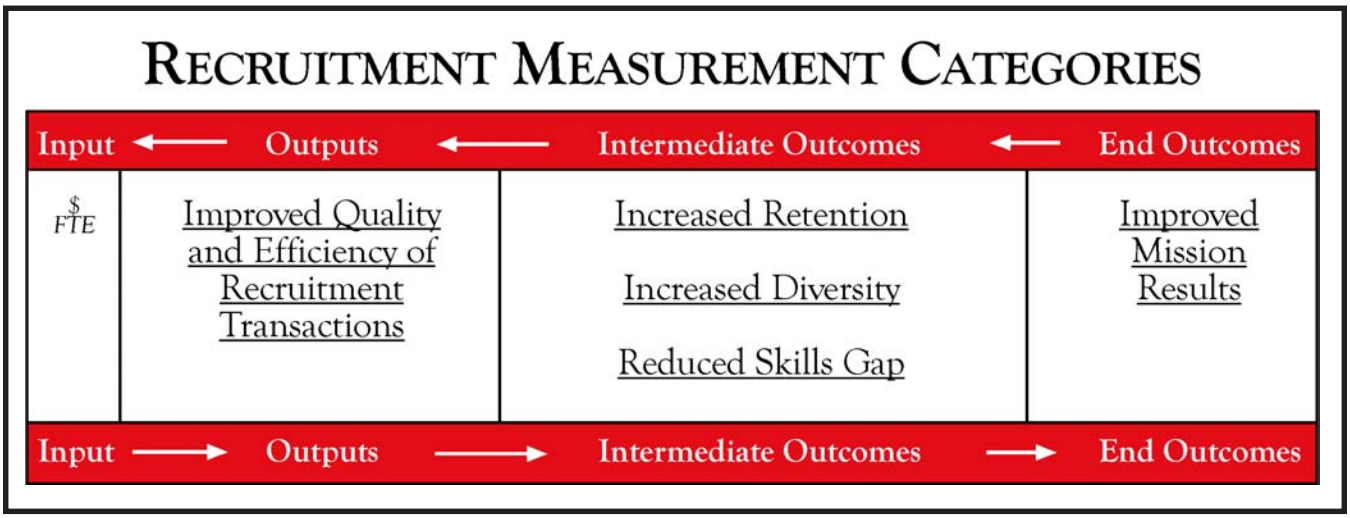
Perhaps because the Office of Personnel Management (OPM) and the Office of Management and Budget (OMB) have not specifically pushed for human resources business cases, the first challenge is recognizing the importance of measuring recruitment initiatives—in both a programmatic and mission-aligned way. Many agencies interviewed

did not see a need for measuring recruitment beyond "body counts" of applications and hires. Conducting workforce analyses and developing human capital plans are actions that need to precede the establishment of performance measurement systems for evaluating recruitment successes. Since many agencies are currently in the midst of these processes, they have yet to focus much attention on performance measurement.

Another key challenge to implementing performance measurement systems is federal agencies' lack of information regarding the design and implementation of mechanisms for tracking progress in the achievement of specific outcome goals. Many programs have not satisfactorily developed meaningful performance measures, making mission-aligned human resources measurement almost impossible. Even if human resource functions do have access to programs with mission-aligned measures and possess the internal know-how for implementing performance management systems, all of the other requirements imposed upon human resources personnel make it challenging to allocate time and resources to the development and implementation of performance measures.

Five Categories of Recruitment Performance Measures

In the context of reviewing actual agency recruitment measures, as well as analyzing possible measurement scenarios for various recruitment initiatives, the research team devised five Logic Model categories of human resource recruitment measures. Where possible, actual agency performance measures are provided as examples for the five categories. However, agencies should NOT adopt the measures suggested in this report in a cookie-cutter fashion. Instead, agencies should define a limited, but balanced set of measures based on the unique profile of each specific recruitment initiative.



Measures of Improved Mission Results

A recruitment initiative can use measures of improved mission results when a direct link is made between the deployment of human capital and an anticipated improvement in an end-outcome performance measure of the program served. The threshold for this determination is quite high and rare for most recruitment initiatives. Nevertheless, even when a direct relationship cannot be established and measured, the end-outcome goal of the program should be used in the recruitment initiative's business case.

No programs surveyed demonstrated a link between recruitment and improved mission results.

Examples of Measures: of Improved Mission Results:

- As expected, the research team found no examples of measures of Improved Mission Results in its survey of federal agencies. The only legitimate measure would be to use the program performance measures already in place and demonstrate a cause-effect relationship between new human capital and improved program performance.

- Measures are defined on a program-specific basis making common recruitment measures inappropriate. As a result, measures would be taken from actual agency programs served by recruitment initiatives.

Measures of Reduced Skills Gap

The next category of measures address one of the most important intermediate outcomes addressed by recruitment initiatives: overcoming skills gaps. Government agencies need to integrate measures for assessing effectiveness in closing the skills and competency gaps identified in the workforce analysis. Performance measures should promote evaluation of the skills and competencies possessed by both newly hired and current employees. Comparing the actual and targeted numbers of employees hired into the mission-critical occupations identified in the human capital plan provides information on the progress achieved in closing the competency and skills gap through recruitment. The administration of employee performance evaluations, certifications, and skills assessments supplies information on the effectiveness of training and professional development programs.

The **Social Security Administration** compares actual and targeted numbers of employees hired in each of the categories specified in the workforce analysis. **Naval Air Systems Command** tracks the numbers of past and present hires and compares this data with the hiring requirements of individual sites. The **Department of Commerce** evaluates success in recruiting candidates possessing mission-critical competencies with the desired recruitment and retention rates for employees in scientific fields. The **Department of Labor** tracks the placement of employees into high-level management positions after intake into candidate development programs and assesses the number of Senior Executive Service (SES) slots filled by participants in the SES Candidate Development Program. Performance measures indicate that candidate development programs are successful in filling vacancies and shortening the hiring process. The **Department of State** measures its success by tracking the number of recruited candidates who register for, take, and pass the Foreign Service Written Exam, as well as by tracking hires against various skill targets. Data are collected by career track and demographic group, enabling evaluation of recruitment success across different categories. In FY02, the Department met all of its hiring goals in each career track and skill group.

Examples of Measures ofReduced Skills Gap:

- Tracking number of employees with mission-critical skills recruited for comparison with human capital plan targets (ratios, percentages, aggregate numbers of hires, etc.)
- Reduction in FTE shortage across key skills areas
- Certifications and Skills Assessment Exams (percentage of workforce possessing skills; percentage of new hires possessing skills)
- Rates of advancement in candidate development programs (% advancing within X years)

Measures of Increased Retention

Measures of increased retention provide insight into the effectiveness of recruitment initiatives in not only recruiting, but also retaining qualified candidates with mission-critical skills and competencies. The retention rate should be tracked overall and by grade, occupational series, and demographic group. In addition, agencies should also use performance measures to evaluate the contribution of specific initiatives to the retention of employees. Collection of data on employee retention should also be accompanied by an assessment of the factors contributing to the departure of employees. Measurement of employee satisfaction via the administration of an employee satisfaction survey can provide insight not only into changes needed in the work environment to retain employees, but also can pinpoint the need for changes in the recruitment and hiring processes. Responses attributing departure to a bad fit between employees and their jobs may signal the need for better screening in the hiring process.

A number of agencies are using retention measures. The **Department of Veterans Affairs** pays close attention to turnover and accession rates within each occupation, with a rate of 10 percent or more motivating the Department to investigate further to determine the cause. The **Internal Revenue Service** tracks attrition among recruits to

assess the effectiveness of the simulation exercises used to screen applicants. The **Nuclear Regulatory Commission** tracks the attrition rate in the workforce overall, in addition to tracking the post-program retention of Nuclear Safety Interns against the target rate of 75 percent over a three-year period. The **Social Security Administration** administered the New Hires Study to capture information for comparing the experiences of employees remaining and those departing within the first few years of service and to assess the effectiveness of screening in the hiring process. The **Department of Agriculture** tracks retention and turnover rates.

Examples of Measures of Increased Retention:

- Rates of retention and attrition
- Rates of conversion to full-time, permanent employment of internship and cooperative education program participants
- Employee satisfaction (new hire satisfaction within one year)

Measures of Increased Diversity

Performance measures should capture information enabling agencies to gauge success in attracting qualified candidates contributing to workforce diversity. Agencies should evaluate the effectiveness of their strategies for targeting minorities, women, the disabled, and young people and assess improvements in the agency's data on under-representation. The inclusion of diversity statistics tracking workforce diversity across grade, series, supervisory status, and geographic locations in the workforce analysis provides a baseline against which to measure the success of diversity recruitment initiatives.

The **Naval Air Systems Command** tracks race, gender, and disability data from interviewing candidates and administers a background survey once employees arrive on-site. The **Nuclear Regulatory Commission (NRC)** evaluates the effectiveness of recruitment of minorities by comparing EEOC and national demographic data. Each fiscal year, protected group representation in the NRC workforce is comparable to within 20 percent of the relevant U. S. labor market. NRC evaluates success in targeting professional entry-level hires against the 25 percent recruitment target at this level. Last year, NRC exceeded this goal with 41 percent of its professional hires at the entry-level. The **Department of Labor** evaluates the effectiveness of outreach to diverse populations through feedback from managers involved in recruitment. Human resources personnel evaluate whether or not managers think that they have assembled an adequately diverse certificate of eligibles through their recruitment efforts. The **Department of State's** data on recruited candidates who register for, take, and pass the Foreign Service Exam indicates improvement in the diversity of the applicant pool for Foreign Service Officer positions, with minorities representing 38.7 percent of all registrants for the September 2002 exam compared to 29.4 percent in 2000, prior to the Diplomatic Readiness Initiative.

Example of Measures of Increased Diversity:

- Tracking diversity numbers and comparing against baseline from workforce analysis

Measures of Improved Quality and Efficiency of Recruitment Transactions

Transaction measures are used to track the workload handled and outputs produced by the human resources personnel and hiring managers participating in the agency's recruitment program. These are the most common kinds of measures as the data is easy to access. Cost efficiency measures provide information for making resource allocation decisions by pinpointing cost-effective recruitment initiatives. Agencies should base their recruitment strategies on calculations of the return on investment and evaluations of the most effective channels and venues for reaching qualified and diverse candidates. Other measures provide information on the volume of applications received as a result of recruitment and marketing initiatives. Transaction measures also enable assessment of the efficiency and timeliness of the different phases of the recruitment and hiring cycle and evaluation of the appropriateness of hires. Measures of applicant and manager satisfaction can be used to evaluate various transactional elements ranging from quality of applicant field and staff hired to the user-friendliness of recruitment and hiring processes.

The **Department of the Army** has classification goals for developing vacancy announcements for routine positions in three days and those for new positions in 20 days, making first referrals in 35 days, and filling positions within 60 days. The **Federal Highways Administration** measures success against the performance targets of issuing certificates of eligibles within 60 days 90 percent of the time, filling positions within 90 days 75 to 80 percent of the time, and a 90 percent manager satisfaction rate with the quality, quantity, and timeliness of candidates. The **General Services Administration's** workforce performance goals and measures include improved cycle time for recruiting, with a FY03 target of 45 days. The **Internal Revenue Service's (IRS)** tracks the declination rate to assess fallout at various stages of the recruitment process. IRS also evaluates employee performance in the first six to eight weeks of training and on-the-job performance as assessed by supervisors after two years of employment.

The **Department of Commerce** measures the fill time for Commerce Opportunities OnLine, facilitating assessment of the efficiency and effectiveness of the Department's automated vacancy announcement and application system. The **Department of State's** online survey for assessing the satisfaction of applicants utilizing the Department's recruitment website has yielded an 85 percent satisfaction rate. The **Department of Agriculture** tracks on a monthly basis the number of hires to assess areas of improvement in recruitment. The **National Science Foundation (NSF)** evaluates recruitment success through paper surveys of managers and discussions with selecting officials about the quality of hires. In the near future, NSF plans to implement an automated survey tool to gather information from both applicants and managers on its electronic recruitment processes.

ROI calculations have revealed the success of **IRS's** web-based recruitment and marketing initiatives. By tracking website visitors, IRS has estimated that its website receives over 100,000 hits per month, with some banner advertisements costing less than a penny. Surveys administered to candidates invited for interviews verify the effectiveness of IRS's web-based approach, indicating that more than 40 percent of applicants have been recruited via IRS's website. The **Department of Veterans Affairs'** evaluation of specific recruitment strategies has revealed the effectiveness of recruiting and hiring nurses through outreach at conventions and military installations as opposed to other venues. The competency-based test that the **Immigration and Naturalization Service (INS)** administers to current employees enables estimation of where the greatest numbers of passing applicants come from, in terms of geographic location and educational background. This data promotes maximization of INS's resources devoted to marketing and recruiting. **Naval Air Systems Command (NAVAIR)** collects information on referral sources and tracks demographic data from interviewing candidates, in addition to administering a background survey once employees arrive on-site. NAVAIR is considering tracking referral sources via the command's website in order to collect information from all applicants, rather than just those candidates invited for interviews.

Examples of Measures for Transactions:

- Number of applicants
- Numbers of online vs. traditional applications received
- Numbers of partnerships, relationships, or Memoranda of Understanding established with professional organizations, higher education institutions, and community groups
- Time period for development of vacancy announcements
- Time period for first referrals
- Time period for filling positions
- Applicant satisfaction with the application process
- Manager satisfaction with the hiring process and the quality of new hires

Making Government Recruitment "Performance-Based"

This survey of federal agencies revealed that many agencies are implementing recruitment initiatives without information on their effectiveness or the results that they generate. Most strategic recruitment initiatives are not backed by a solid business case since the majority of the agencies have yet to establish a comprehensive performance measurement system for evaluating recruitment success.

The implication of this research is clear: federal agencies need to dedicate more time and resources to the development and implementation of performance measurement systems generating data to inform human capital

planning decisions. Agencies will not devise "perfect" performance measures for recruitment overnight. Instead, they should start by selecting a few priority measures to guide their recruitment efforts. Ultimately, the performance measures should not only provide accountability for investments in recruitment bonuses and expanded employee flexibilities, but should lead to improved results from recruitment efforts in government.



Appendix:
Case Studies from Federal Agencies

Questions Used by Research Team in Agency Interviews

Conducting a Workforce Analysis to Identify Recruitment Needs

1) What are the components of your workforce analysis and what skills gaps were identified by workforce analysis data?
2) How was workforce analysis data used in identifying recruitment needs?

Developing a Human Capital Plan to Set Recruitment Goals

1) How does the human capital plan for your agency define recruitment needs? How does the plan address recruitment issues?
2) Does your human capital plan contain specific goals or identify specific numbers and kinds of human capital needed to achieve the agency's mission?

Taking Advantage of Civil Service Reform Flexibilities

1) How have you taken advantage of flexibilities or creative incentives within the existing civil service system to remain competitive in your recruitment strategies?
2) What flexibilities for recruitment do you want that are not provided for under existing civil service regulations?

Focusing on Diversity and Demographics in Recruitment

1) Do you have any recruitment strategies that you are particularly proud of? What skills sets or number of candidates did these initiatives seek?
2) What are your strategies for reaching potential minority, female, disabled, and young applicants?

Tracking Success with Performance Measures

1) How are you measuring recruitment success? What performance measures are you using?
2) Based on these measures, what are your most successful recruitment initiatives?

Final Question

What are the most needed human capital skills areas for your agency (e.g. general managerial, scientist, regulator, law enforcement officer, etc.)?

Case Study 1:

Department of Agriculture

Conducting a Workforce Analysis to Identify Recruitment Needs

The Department of Agriculture (USDA) conducted a workforce analysis that identified the 21 most critical occupational series needed to meet future workforce needs based on the four considerations of population, mission criticality, recruiting difficulty, and homeland security. These four areas of consideration were chosen because of their importance in the future success of the Department's mission. Several of the selected series are considered difficult to recruit and several others are considered critical to USDA's responsibilities to help provide for the security of the U.S. and its citizens, including food safety, agricultural production system security, protecting natural resources, responding to the release of hazardous substances, and ensuring the availability of affordable food.

Top Human Capital Skills Areas:

- Plant Protection and Quarantine Officers
- Loan Specialists
- Consumer Safety Inspection Officials
- Soil Conservationists
- General Biological Scientists
- Forestry Personnel
- Agricultural Commodity Graders
- Biological Science Technicians
- Veterinarians

For each of the critical occupational series, USDA analyzed the inventory of individuals in the occupational series by year and competency gaps for individual workers in each series by year over the next five years. For the first gap assessment, USDA began with the current inventory of employees and projected the potential supply for five years based on historical accession and separation rates. The projected inventory and projected requirement were compared to determine the gap. To assess the competency and skills gap, USDA conducted focus groups comprised of USDA subject matter experts from each of the occupational series. The Department estimated gaps based on "general" competencies, such as project management and oral communications, and "occupation-specific" competencies, such as ecology for forestry technicians. USDA has identified programs and actions to close skills gaps over the next five years.

Developing a Human Capital Plan to Set Recruitment Goals

USDA has developed a human capital plan that outlines recruitment strategies. The skills gap analysis was one major part of the plan and supports USDA's goals for workforce planning and recruitment. In support of the plan, the Department meets with all of its Agency Personnel Officers to help steer Human Capital Management initiatives throughout USDA. The human capital plan also contains a time chart with quarterly goals for the next five years, including the goal to increase the utilization of automated hiring through recruitment one-stops to streamline the hiring process.

USDA is developing recruitment tools based on a corporate point of view. The Department has taken steps to improve recruitment techniques by developing a corporate brand, "USDA: Making a World of Difference," to market USDA. Every agency within the Department has been asked to develop their own specific recruitment strategies to meet their individual needs. USDA has produced a recruitment video that describes the work in all agencies for use at job fairs and other recruitment events. USDA has developed recruitment brochures, exhibits, CDs in Spanish, and disability recruitment materials.

The Food Safety and Inspection Service (FSIS) is targeting scientists who recently completed doctoral programs and possess valuable expertise and knowledge through the two-year Food Safety Fellows Program. During their tenure, Fellows promote the incorporation of the latest scientific approaches for reducing food borne illness, strengthening FSIS's ability to promote public health and safety. FSIS recruits at 36 universities and places advertisements in 10 scientific journals and websites.

Taking Advantage of Civil Service Reform Flexibilities

USDA is utilizing flexibilities in its recruitment strategies. To improve exposure and enhance present recruitment, USDA visits high schools to market jobs to potential student hires, recruits from State and Land Grant Agricultural Schools through the Student Career Experience Program (SCEP), and supports Agencies like the Animal and Plant Health Inspection Service to recruit veterinarians through a network of professional and academic contacts. The Department will continue to utilize and improve on the effectiveness of its extensive student recruitment programs, which employed 9,600 students in FY02. This was the second largest number of students hired in the federal government. The Department intends to continue permanently under authorizing legislation the alternative recruitment and hiring system demonstration project at the Forest Service and Agricultural Research Service, which features delegated examining authority, and categorical ranking to streamline the examining process. USDA will use recruitment bonuses and relocation reimbursement to attract top candidates. Other flexibilities utilized by USDA to recruit and retain employees include alternative and compressed work schedules and telecommuting.

Focusing on Diversity and Demographics in Recruitment

USDA takes an active role in ensuring a diverse workforce. The Department has implemented seven Diversity Employee Advisory Councils representing different diversity groups and co-chaired by a political appointee and a career Senior Executive Service (SES) employee. Each council focuses on hiring, training, and retaining qualified employees from the various diversity groups throughout the Department as well as other initiatives. These councils provide advice and information to develop and maintain a diverse and productive workforce.

Tracking Success with Performance Measures

To assess improvements in hiring numbers and to track the success of various recruitment tools, USDA produces monthly charts of hires. To ensure the success of a five-year plan to hire 9,000 employees with disabilities, the Department issues a quarterly, color-coded report on the numbers of disabled candidates that are brought into full employment. USDA also tracks and reports retention and turnover rates. In the future, these reports will be put online through a Department-wide intranet system.

The Department has identified college programs as the most successful recruiting initiative. These programs have exposed a large and diverse group of students to USDA and have been crucial in identifying, recruiting, and hiring the next generation of employees.

Case Study 2:

Department of the Army

Conducting a Workforce Analysis to Identify Recruitment Needs

Top Human Capital Skills Areas:

Medical (nurses and pharmacists)
Law Enforcement (police and guards)
Scientists and Engineers
Electronic Mechanics

Workforce analyses are conducted internally by each individual organization and are handled by the Department of the Army's (DA) Manpower agencies. When conducting workforce analyses, Army's units utilize the Workforce Analysis Support System (WASS) that contains 27 years of data covering workforce gains and losses and assists in forecasting and analysis of future "vacancies." Five years of historic gain and loss data tracking the age, level, years of service, and transfers of employees is loaded into a forecasting model, CIVFORS, enabling estimation of the numbers of new employees needed at the installation level out to seven years. This model enables the implementation of target scenarios through the manipulation of rates of retirement.

Developing a Human Capital Plan to Set Recruitment Goals

Since 1996, Army has been developing Civilian Human Resources Strategic Plans to guide the implementation of strategies focusing on the two corporate goals of systematic planning to promote mission fulfillment and civilian human resource planning and processes for recruitment and retention that satisfy civilian workyears. The latest version of the plan, which integrates the goals and strategies for FY02-07, parallels the President's Management Agenda (PMA) and the Office of Personnel Management's (OPM) Human Capital Scorecard. In the near future, Army intends to streamline this human capital plan with that of the Department of Defense.

The DA Civilian Productivity System (CIVPRO) allows detailed and comprehensive analysis of virtually every aspect of Civilian Human Resource performance in the filling of jobs and execution of basic personnel processes within DA. The CIVPRO system offers some 140 reports which analyze historical production data in myriad ways and break down performance by component business process and organizational units. Combined with the DA Army Regional Tool Set (ART) which allows managers to see and track the current status of active personnel actions and personnelists to properly oversee and manage service delivery to the end customer, these systems provide managers and HRD staff a comprehensive view and the ability to analyze both current and past HRD performance. Managers can utilize CIVPRO and ART to view the number of employees and their ages, grade levels, and distribution, and determine recruitment and retention successes and areas requiring improvement. CIVPRO contains tools for evaluating the impact of past personnel actions and recruitment on the demographics of the workforce. Data generated by CIVPRO have revealed the need to replenish the workforce, specifically in science and technology occupations.

Taking Advantage of Civil Service Reform Flexibilities

Army resumed aggressive recruitment of civilian personnel three to four years ago following years of a drawdown environment that brought recruitment to a halt. Army has cultivated a cadre of managers who visit colleges and attend career fairs and has developed a package outlining employee benefits. Recruiters stress the research and development opportunities available at Army. They also utilize recruitment bonuses, offer repayment of educational loans, and make on-the-spot job offers to qualified candidates through carefully targeted and strategically planned recruitment initiatives coupled with OPM delegated examining authority and the Outstanding Scholar and new Federal Career Intern Program (FCIP) appointing authorities. Other incentives utilized by the recruiters include provision of low-cost on-base housing in high cost-of-living areas and accelerated promotion enabling movement to the next grade level within six months. In addition, Army utilizes the Distinguished Scholar Authority to target applicants for science occupations, the direct hire authority for medical occupations, and the handicapped appointing authority to increase the number of disabled persons in the workforce. The utilization of these flexibilities and aggressive marketing of DA as an employer offering unique challenges and professional opportunities has enabled the Department to remain generally competitive with the private sector, especially for candidates possessing electrical and mechanical engineering educational backgrounds and work experience.

In addition to these flexibilities, Army would like to see further expansion of the direct hire authority to cover additional series, delegation of the Administrative Careers with America (ACWA) authority from OPM to the agency, and the ability to make temporary outside of the register appointments without the requirement for competition. Army would also like to utilize the Federal Career Intern Program to fill positions in the administrative series which currently require use of the ACWA examination.

Focusing on Diversity and Demographics in Recruitment

The Federal Career Intern, Distinguished Scholar, Outstanding Scholar, Student Career Experience (SCEP), and Student Temporary Employment Programs (STEP) are enabling Army to target initiatives to increase workforce diversity. FCIP has enabled Army to target recruitment efforts toward graduating students at specific higher education institutions, including historically black colleges and universities and the University of Puerto Rico. STEP and SCEP have enabled the Department to target young people for white collar occupations by providing

students the opportunity to explore career opportunities and get acquainted with the Army. An apprentice program enables Army to target applicants for blue collar professions.

Army advertises through a variety of media, including local and regional newspapers, local radio stations, professional and trade journals, and Internet employment websites, to reach qualified and diverse applicants. Army has expanded its use of the Internet for recruiting purposes since web-based initiatives are among those by which Army brings in the greatest number of new applicants. For instance, the website developed by the Northeast Civilian Personnel Operations Center to promote the benefits of civilian employment at Army has received 171,000 hits to date.

Tracking Success with Performance Measures

The Department of the Army developed CIVPRO to standardize reporting on virtually every aspect of HRD productivity and enable managers to access some 140 personnel reports which provide insight into and allow analysis of personnel performance and processes. Army Civilian Personnel Operation Centers hold thorough productivity review meetings on a monthly basis and actively manage the entire production process at every HRD management level on practically a daily basis. Monthly production books track the number of actions opened and closed and overall time to fill and performance times for different aspects of the recruitment cycle compared to DA goals to include management times and staffing delays occurring after employee selection. The Army Regional Tool Set enables managers to track the status of all active personnel actions and easily send notes to recruiters as concerns or questions arise.

Army is evaluating recruitment success against the classification goals of developing vacancy announcements for routine positions in three days and those for new positions in 20 days, making first referrals in 35 days, and filling positions within 60 days. Army also tracks by program area how many positions they need to fill and how quickly they need to be filled, in addition to tracking by special needs. Finally, the Strategic Readiness System, which is based on the balanced scorecard, tracks the rates of turnover and replacement in civilian occupations and hard-to-fill positions.

Case Study 3:

Department of Commerce

Conducting a Workforce Analysis to Identify Recruitment Needs

The Department of Commerce conducted a workforce analysis in June 2001 and revisited the issue in April 2002 with an interim submission to the Office of Management and Budget (OMB). Taking into consideration the goals contained in the five-year strategic plan, the workforce analyses examined the competencies needed to progress toward full implementation of the management reforms of the President's Management Agenda. Although technical competencies were more bureau-specific, Commerce identified a number of disciplines, such as electronic engineering, macro and micro economics, international trade relations, sampling and statistical methods, and business industry analysis and development that crossed bureau boundaries providing opportunities for joint recruitment, training, and utilization of shared resources. Additionally, Commerce considered rates of retirement and turnover in mission-critical occupations as identified by each bureau organization. Based on the analysis, Commerce also expanded its training and knowledge

Top Human Capital Skills Areas:

Statisticians
Economists
Patent Examiners
Electronic Engineering
Trade Specialists
General Business & Industry
Physical Scientists
Meteorologists
Fishery Biologist
Information Technology Specialist
Management/Program Analyst

management staff and technology resources to develop stronger programs for leadership and management development and acquisition management.

These workforce analyses have enabled human resources personnel to determine common challenges across the bureaus and set recruitment goals and strategies addressing these issues. Workforce analyses projected high rates of turnover in key occupations in the next five years and pending retirements throughout the Department, especially among Senior Executives. In addition, the FY01 workforce analysis revealed that the average age of new hires was 41, indicating that human resources personnel needed to revamp their recruitment strategies to integrate a focus on outreach to younger candidates. Commerce also evaluated their administrative staffing levels against government-wide data provided by the Office of Personnel Management (OPM) to ascertain whether or not the Department was top-heavy in administration. With ratios ranging from 9-36.9 percent, human resources personnel determined that the Department was actually on the low-end for servicing ratios, except in the areas of finance and budgeting, when compared with other government agencies.

Developing a Human Capital Plan to Set Recruitment Goals

The results of the workforce analyses pointed to the need to restructure the workforce based on the competencies necessary for mission fulfillment. The focus on competencies also included consideration of the skills required by employees as a result of the organizational structure changes precipitated by outsourcing. In order to promote a corporate approach to human capital planning, the Chief Financial Officers and Human Resources Management Councils were tasked to coordinate and track progress in the implementation of the various components of the workforce restructuring plan via milestones.

Commerce has chartered communities of practice organized around mission-critical areas to promote the sharing of best practices and lessons learned in addressing recruitment and retention issues and developing competencies. The communities of practice, which are charged with managing and retaining the intellectual capital of retiring employees, have specific objectives, milestones, and action items. The group for Economics/Statistics and Business Practice is promoting collaboration among the Census Bureau, Bureau of Economic Analysis, the Economics and Statistics Administration, and the International Trade Administration in the development of competencies in this area. Representatives from the Census Bureau are sharing information on the development of their 19 competency profiles with other group members. The National Oceanic and Atmospheric Administration and National Institute of Standards and Technology are co-leading the group for Scientific and Technical Knowledge Practice, sharing strategies for competing for talent in these areas. Members of the group for Leadership and Management Practice, which is spearheaded by headquarters, are focusing on candidate development programs offering supervisory training and distance learning initiatives.

In response to the projected retirement rate of 71 percent by FY07 among Senior Executives and other leaders, as well as a thinning GS-15 feeder pool, Commerce piloted the SES 2000 Candidate Development Program for all bureaus. As a result of the success of the program, plans are underway to revamp and implement it again, based on feedback from program graduates. Commerce has also developed a mid-level development program for GS-12 and GS-13 level employees, and recently announced a Candidate Development Program for GS-14 and GS-15 employees that specifically links to the succession needs identified through the workforce analysis.

Taking Advantage of Civil Service Reform Flexibilities

In their recruitment efforts, human resources personnel are utilizing a variety of flexibilities including, recruitment and relocation bonuses, retention allowances, special pay rates, appointment authorities, student programs, and graduate fellowships. The Department of Commerce is also utilizing the Presidential Management Intern (PMI) and Outstanding Scholars Programs to reach qualified candidates. Other incentives promoted by Commerce recruiters include alternative work schedules, telecommuting, transit subsidies, and quality of worklife and family friendly programs.

Other flexibilities that Commerce bureaus have indicated they would like to implement include expedited approval authority for Voluntary Early Retirement Authority, the ability to make voluntary separation incentive payments in limited situations, and changes to the Federal Employees Pay and Compensation Act. In addition, Commerce has requested an extension and expanded coverage of their demonstration project authority to allow additional organizations to implement pay for performance, simplified classification, delegated classification authority, delegated pay setting upon appointment and promotion, and a supervisory differential. Plans are on track for an implementation date of October 2003.

Focusing on Diversity and Demographics in Recruitment

Human resources personnel are working with the Office of Civil Rights to ensure that the Department of Commerce has a diverse workforce. The Department has a diversity working group composed of bureau members from the human resources and civil rights communities who brainstorm outreach strategies and serve as recruiters representing the entire Department, not just their bureaus. The working group members share ideas, utilizing their different perspectives to ensure a more comprehensive plan. Commerce leadership also meets frequently with the affinity groups. These collaborative efforts allow the Department and the bureaus to leverage resources and accomplish more working together than acting separately. Representative strategies include holding DOC Career Days at colleges and universities, utilizing affinity groups for recruiters and speakers, piloting a co-op program in CFO/ASA, and standardized surveys, reports, and metrics to monitor and track applicants through the Job Fair Resume Database and Commerce Opportunities OnLine (COOL).

Early in 2000, workforce data tracked by demographic groups revealed that Hispanics are underrepresented at the Department. Recruiters targeted colleges with a high proportion of Hispanic students graduating in degree programs required for major occupations employed by the Department. The [former] Secretary of Commerce signed Memoranda of Understanding (MOU's) with nine Hispanic-Serving Institutions. Currently, Commerce is developing a more strategic and comprehensive recruitment plan to address the common needs of all affinity groups, realign recruitment strategies and hiring patterns, and improve college partnerships and relations. The resumes of diverse qualified candidates collected at colleges and career fairs are stored in the Job Fair Resume Database, which is accessible worldwide from the computers of all Department managers and human resources staff. Human resources personnel have marketed the existence of this database to alert managers and other human resources professionals of this resource for hiring qualified candidates and adding to the diversity of the Department.

Human resources personnel at the Department of Commerce are also working with associations representing people with disabilities to ensure that this segment of the population has access to the Department's automated vacancy announcement and application system, Commerce Opportunities OnLine.

The Department of Commerce is focusing on the development of educational alliances facilitating programs that combine school-based learning and work-based experiences to promote early interest and provide exposure to careers in the federal government among talented students. The Office of Human Resources Management has established an MOU with the National Academy Foundation, a non-profit intermediary working with business partners and schools, to promote the acquisition of information technology skills among high school students with the potential to become Commerce employees in the future. This pipeline program includes specialized four-year curricula delivered through academies of information technology, federal government internships, and co-ops. Schools in Maryland's Montgomery and Prince George's Counties containing diverse populations of students are participating in the program. Commerce has also been involved in mentoring and providing internships for students enrolled in the Academies of Finance and Travel and Tourism.

Tracking Success with Performance Measures

The Department of Commerce is evaluating recruitment success by using a set of strategic human capital accountability metrics included in the performance plan and performance measures indicating quarterly progress on the human capital component of the Department's PMA scorecard. These performance measures enable

assessment of the progress made toward eliminating defined skills gaps, attaining diversity goals, and accomplishing planned staffing activities.

Performance measures for assessing success in the recruitment of candidates possessing mission-critical competencies include the desired recruitment/retention rate for employees in scientific fields. There are also measures for assessing the effectiveness of individual recruitment activities. Performance measures, such as the fill time for the COOL system and assessment of the quality of candidates processed by the system, facilitate assessment of the efficiency and effectiveness of the Department's automated hiring systems.

CASE STUDY 4:

DEPARTMENT OF DEFENSE

Conducting a Workforce Analysis to Identify Recruitment Needs

The Department of Defense (DoD), the largest employer in the federal government, includes the Departments of the Army, Navy, and Air Force and numerous Defense agencies. Workforce analysis and restructuring plans were developed and presented in a series of General Accounting Office (GAO) reports issued in 1999, December 2001, and February 2002. DoD expects an additional, more detailed workforce analysis addressing several aspects of the civilian workforce to be published in the first quarter of FY03. One significant aspect of the upcoming analysis is attrition rates from the Departmental level, as well as from the three Components of DoD.

The most substantial factors affecting the civilian workforce at DoD are the protracted downsizing of the Department and an aging workforce. The Department has experienced significant downsizing (423,500 position reductions since 1989), base closures, and organizational realignments during the last decade. The civilian workforce has dramatically increased in age over the last 12 years. In 1989, approximately 54 percent of the workforce was more than 40 years old, compared to 73 percent in May 2001. Succession planning and recruitment is challenged by the uncertainties of potential conversion of certain "non-core" jobs to the private sector and base realignments and closures a few years down the road.

Developing a Human Capital Plan to Set Recruitment Goals

Human resources statutes and rules reached a pinnacle of effectiveness years ago, resulting in requirements to review and adopt a variety of civilian personnel flexibilities. In FY02, DoD began its review of goals and objectives that would align with the President's Management Agenda and strategic goals of the Office of Management and Budget (OMB) and the Office of Personnel Management (OPM) and published the DoD Human Resource Strategic Plan (FY02 through FY08). This effort set the stage for action that will lead to significantly greater flexibility and incentives in managing the workforce through the entire employment life cycle – recruiting, hiring, training, compensating, evaluating, and retiring employees.

The DoD Civilian Human Resources Strategic Plan, developed in concert with senior human resources officials from the Military Departments and Defense agencies, specifies the Department's direction, including its vision, values, principles, critical success goals, and objectives, and a comprehensive reform of human resources programs, systems, and practices. Twenty-six of 29 objectives were reached in FY02. This plan, which directly addresses recruitment within the Department, was supplemented in December 2002 and sets the course of action for FY03. Forty-one initiatives were initially adopted for FY03.

Within the strategic plan, a variety of goals are listed under the Department's vision to "design, develop, and implement HR policies, strategies, systems and tools to ensure a mission-ready civilian workforce." For each specific goal, DoD identifies several objectives and strategies encompassing the entire HR process from planning, recruiting, and hiring, to developing and retaining the highest quality workforce.

Taking Advantage of Civil Service Reform Flexibilities

DoD has been provided the authority to test a variety of civilian personnel flexibilities, in addition to the special flexibilities given to DoD to ensure that it continues to recruit quality employees. DoD utilizes recruitment and relocation bonuses and retention allowances. While the allowances for these are relatively restricted, the expansion of these flexibilities is promising. The Department also has the authority to reimburse employees pursuing academic degrees, at both the undergraduate and graduate levels, and to utilize the Student Loan Repayment Program. To fill their professional needs, DoD pays for professional certifications and licenses, and the physicians comparability allowance, up to $30,000 to physicians with particular skills.

The Department anticipates creative changes and additions to present flexibilities over the next few years. DoD has conducted an exhaustive study of best practices from both the public and private sectors to determine what should be adopted. Currently, DoD utilizes 90 percent of the demonstration authorities made available by OPM.

Focusing on Diversity and Demographics in Recruitment

The Department of Defense has a very active campaign for recruiting a diverse workforce with many programs that focus on the recruitment of entry-level, minority, disabled, and female applicants. The Department adopted a program that recruits at colleges and universities by using alumni recruiters to relate to the students. DoD has a five-year goal of hiring 32,000 disabled employees by FY05, and has exceeded yearly targets to date. The Department is working to increase Hispanic representation through a Hispanic Employment Plan. DoD is one of the largest employers of veterans, and women are well represented. The newly established Defense Applicant Assistance Office serves as a one-stop source for information and assistance for those interested in applying for DoD jobs.

Tracking Success with Performance Measures

The Department of Defense Civilian Human Resources Strategic Plan specifies the development of performance measures to track successes. Over 70 performance measures have been adopted to ensure successful completion of strategic plan goals and objectives. For ensuring effective policy execution and HR operations, a Department-wide accountability system is being developed. The accountability system will integrate greater corporate responsibility and drive consistent performance across the Department.

Case Study 5:

Department of Health and Human Services

Conducting a Workforce Analysis to Identify Recruitment Needs

Top Human Capital Skills Areas:

Public Health Analyst
Social Science Analyst
Chemist
Nurses
Physicians

The Department of Health and Human Services (HHS) conducted a workforce analysis to examine the size, age, and diversity of the Department's workforce, and to project rates of retirement and turnover. The workforce analysis reviewed data for all of the operating divisions (OPDIV's) and the 13 Department-wide core occupations contained in the HHS Personnel Master File. The data reveal an aging HHS workforce, with only 7 percent of employees 29 years of age or younger and 31 percent of FY01 employees eligible for retirement in FY06. The analysis also revealed a fairly low turnover rate for most of the Department's core occupations. The workforce analysis contains both Department-wide and OPDIV calculations, enabling the OPDIV's to utilize the workforce data to develop their own recruitment plans.

Developing a Human Capital Plan to Set Recruitment Goals

In May 2002, HHS developed a "Recruitment and Retention Strategy" specifying objectives and strategic actions for the next two years based on the results of the workforce analysis. The plan advances strategies for recruiting internal and external candidates; developing a targeted recruitment marketing campaign; and establishing long-term relationships with professional, educational, and minority organizations. The targeted recruitment marketing campaign encompasses the development of promotional materials, user-friendly employment-related websites, and informative vacancy announcements. The need to recruit young people to fill the skills gaps caused by retirements at the Department has influenced the development of strategies for reaching qualified applicants at targeted higher education institutions and for recruiting for permanent positions the 2,000 students annually participating in internship, cooperative education, and fellowship programs. Finally, the "Recruitment and Retention Strategy" addresses the need to streamline the hiring process with strategies for standardizing the application process, reducing the length of the recruitment cycle, and providing timely feedback to applicants.

In addition to the development of these recruitment strategies, HHS is involved in workforce restructuring to consolidate administrative and management functions at the Department and its OPDIV's, including reduction of the number of personnel offices from forty to four. This consolidation is designed to realize efficiencies, devote more resources to mission-critical areas, and advance the image of "One HHS."

Taking Advantage of Civil Service Reform Flexibilities

HHS is utilizing the range of personnel flexibilities granted by the Office of Personnel Management (OPM), including the Presidential Management Intern Program, the Student Loan Repayment Program, and employee referral bonuses.

HHS has documented barriers to effective recruitment and retention and indicated the need for additional personnel flexibilities. Since HHS perceives the Luevano Consent Decree as a barrier to recruitment at the entry-level, the Department seeks alternative entry-level recruitment mechanisms enabling them to remain competitive with the private sector. The Department also seeks changes to the existing labor-intensive and inflexible position classification system and changes to the certification of Veterans Preference eligible candidates. HHS recommends elimination of time-in-grade restrictions preventing the promotion of high-performing employees who have not yet been in grade for a year, reconsideration of the time limitation on expert and consultant appointments, and immediate access to benefits for new appointees. Finally, HHS seeks modification of the process for making appointments above the minimum rate and the ability to make provisional appointments for SES candidates awaiting OPM approval.

Focusing on Diversity and Demographics in Recruitment

HHS's "Recruitment and Retention Strategy" specifies that the OPDIV's integrate diversity goals in their recruitment plans, in addition to identifying professional, educational, and minority organizations with which to cultivate long-term relationships promoting the recruitment of qualified candidates contributing to workforce diversity. Human resources staff at HHS OPDIV's are participating in career fairs, present employer information sessions, and participate in on-campus recruiting at targeted higher education institutions.

HHS is currently utilizing the Emerging Leaders Program to target master level, and some bachelor level graduates for employment in administrative and mission-critical occupations. There are currently 62 recent graduates participating in this two-year program promoting personal and professional development through training, mentoring, and rotational assignments throughout the Department and OPDIV's. The program's training component stresses the Executive Core Qualifications of leading change, leading people, results-driven, business acumen, and building coalitions/communications. Program mentors offer guidance and support, in addition to serving as a resource for rotational opportunities throughout the Department. Emerging Leaders, who are excepted service appointees, can be non-competitively converted to full-time, permanent positions following program completion.

Tracking Success with Performance Measures

The Department is seeking ways to evaluate the effectiveness of internship programs and plans to track the rate of permanent employment of interns as one way of determining effectiveness. The Department will also designate mentors for newly hired employees to help them assimilate and develop organizational knowledge and values and learn organizational culture as an indicator of the effectiveness of their recruitment efforts. The accomplishments of the OPDIV's in the areas of workforce planning, workforce restructuring, and individual and organizational accountability are tracked by a quarterly scorecard. In addition, HHS is currently studying the factors that influence employees to remain in their positions to inform enhancements of current recruitment and retention strategies.

HHS is in the process of establishing a system for monitoring and evaluating the effectiveness of the "Recruitment and Retention Strategy" through analysis of workforce data. The performance measurement system will encompass indicators for evaluating workforce diversity, turnover rates in mission-critical occupations, entry-level and external hiring, internal recruitment, and average age of the workforce. HHS will evaluate progress toward replenishing Departmental leadership amidst the impending retirements of Senior Executives and promoting the participation of management in the development and execution of recruitment strategies. HHS recently launched an SES Candidate Development Program to train a cadre of future executives that will be available for deployment throughout the Department wherever their talents are needed.

Case Study 6:

Department of Housing and Urban Development

Conducting a Workforce Analysis to Identify Recruitment Needs

The Department of Housing and Urban Development (HUD) has prioritized the strategic management of human capital through the formation of Human Capital Management and External Diversity Recruitment Teams and a Human Capital Steering Committee to focus on the issue. The Human Capital Steering Committee is composed of Senior Executives and managers from HUD's major program areas and human resources personnel who meet weekly to examine the Department's human capital requirements. Human resources personnel have supplied the committee with statistics on the rates of retirement within each of the department's major programs, facilitating identification of the top 21 occupations that will be most impacted by the upcoming wave of retirements. The Office of Equal Employment Opportunity collects data and issues reports on the extent of diversity within the Department's workforce, facilitating the identification of underrepresented groups that should be targeted in recruitment efforts. The Office of Human Resources' newly formed External Diversity Recruitment Team is working on the development of specific numbers and targets for the recruitment of a diverse workforce.

Top Human Capital Skills Areas:

Financial Administration
Support Services Administration
Accountants
Human Resources Specialists
Economists
Construction Analysts
Contractor Industrial Relations
Housing Program Specialist
Underwriters, Public Housing Revitalization Specialists
Financial Analysts
Equal Opportunity Compliance
Information Technology Positions
Budget Analysts

Developing a Human Capital Plan to Set Recruitment Goals

In the past, human resources personnel have concentrated more on recruiting aggregate numbers of employees than examining the specific numbers and kinds of human capital needed to accomplish HUD's mission. The Resource Estimation and Allocation Process (REAP) conducted in 2000 provided workload data specifying the absolute number of positions needed in each office, without consideration of skills gaps. Utilization of the Total

Estimation and Allocation Mechanism (TEAM), an online tool for assessing the allocation of staff resources, verified that the REAP process required refinement to accurately reflect the Department's human capital needs.

HUD is transitioning toward a greater focus on filling critical human capital skills needs. The Human Capital Steering Committee has drafted a Strategic Human Capital Management Plan, and human resources personnel intend to develop a human capital strategic plan next spring. The Strategic Human Capital Management Plan contains strategies for realizing the goal of a mission-focused Department staffed by qualified employees and possessing an effective succession plan. Among the strategies for meeting Departmental human capital needs has been the recruitment of Presidential Management Interns, Federal Career Interns and the use of the SES Candidate Development Program that grooms GS-15 level employees for Senior Executive positions through a series of rotations internal and external to the Department.

Taking Advantage of Civil Service Reform Flexibilities

HUD has utilized personnel flexibilities, such as dual compensation waivers and recruitment bonuses, on a limited basis, and intends to launch several new initiatives, including the Student Loan Repayment Program and the re-employment of annuitants, within the next few months. Personnel incentives currently offered to HUD employees include transportation and childcare subsidies and an on-site childcare center.

Focusing on Diversity and Demographics in Recruitment

Recruiters at HUD are currently developing a comprehensive recruiting plan for FY03 that takes into consideration the need to build a diverse workforce of employees able to effectively communicate with the American public. HUD recruiters are currently focusing on the recruitment of Hispanics by attending career fairs designed to attract Hispanics, as well as attending job fairs at Historically Black Colleges and Universities and other minority-serving higher education institutions. HUD is using the Federal Career Intern, Presidential Management Intern, and Student Career Experience Programs and other college co-op programs to recruit young people and cultivate future leadership for a Department faced with the retirement of over half of its workforce in the next several years.

Tracking Success with Performance Measures

HUD does not currently have in place a system for evaluating recruitment success. Human resources personnel are hopeful that the human capital strategic plan to be developed next spring will integrate a system for performance measurement by specifying human capital goals, strategies, and measures. Additionally, HUD's human capital strategic plan will be linked to the overall goals of the Department, and will take into account a human resources management accountability system that will provide clear performance measures.

Case Study 7:

Department of Interior

Conducting a Workforce Analysis to Identify Recruitment Needs

The Department of the Interior began workforce analyses prior to emphasis in the President's Management Agenda, in conjunction with Department-wide strategic planning for human resources management. Current workforce analyses, led by managers and conducted collaboratively across the bureaus, build upon the planning framework established by previous analyses and utilize FedScope projections of retirements and turnover. The cross-cutting workforce analysis has resulted in the categorization of Interior's workforce into 26 career groups, with turnover projections for each of the career groups. Departmental projections of rates of turnover within the career groups, compared with estimates generated by bureaus and offices, promote the establishment of human capital

priorities. Although the Department will most likely focus initially on human capital management and recruitment within five critical career groups, managers will be expected to continue proactive efforts to fill skills gaps in the remaining career groups.

Top Human Capital Skills Areas:

Law Enforcement and Security
Information Technology
Fire Management
Natural and Physical Science
Financial Management
Facilities Management and Engineering
Contract Management
Mediation and Negotiation Skills
Strategic Business Planning Skills

Developing a Human Capital Plan to Set Recruitment Goals

Interior's human capital plan documents strategies to promote the development of Department-wide programs and processes for recruiting and retaining qualified employees. Included in the human capital plan's strategies is revalidation of the career group data upon which Interior's human resources management will be based. All strategies promote collaborative human capital management practices, leveraging bureau resources and successes. In addition, the human capital plan requires the development and implementation of performance measures to evaluate the return on investment of the Department's hiring and placement processes, specifically within the targeted career groups.

Through systematic workforce planning, human resources personnel expect to eventually generate comprehensive data on competencies and specific numbers of human capital needed for mission fulfillment. These competencies will function as the basis for position descriptions and recruitment announcements, rating and ranking criteria, and training. Additionally, Interior has begun developing a human resources information system that will eventually be populated by the career group competencies and other personnel data. The information system is being tested in parts of the Department until funding for its completion becomes available. Some of the bureaus have already integrated automation by utilizing the recruitment, rating, and ranking technology of the QuickHire software.

Taking Advantage of Civil Service Reform Flexibilities

The Department of the Interior is utilizing a range of civil service flexibilities. Administration of the Student Loan Repayment Program and the distribution of recruitment, retention, and relocation bonuses have been delegated to the bureau level. The hiring authorities utilized by Interior include the superior qualifications appointment authority; the Outstanding Scholar, Presidential Management Intern (PMI), Student Temporary Employment (STEP), Student Career Experience (SCEP), and Federal Career Intern Programs (FCIP); and the handicapped appointing authority. Interior's quality of life incentives include alternative and flexible work schedules, telecommuting, and childcare subsidies. Since mini-studies have indicated that civil service flexibilities are currently underutilized within the Department, human resources personnel plan to assess the reasons for this underutilization.

Human resources personnel desire appointment authorities similar to those governing the Presidential Management Intern Program to enable the Department to focus on a balanced staffing approach that integrates mid-level hiring to fill gaps created by the retirement of baby boomers. Interior human resources personnel want to utilize a categorical ranking process for hiring mid-level candidates, and they desire amendments to the authority pertaining to buyouts to enable the Department to address skills imbalances.

Focusing on Diversity and Demographics in Recruitment

Interior's bureaus are involved in a variety of initiatives to ensure a diverse workforce. The Mineral Management Service, National Park Service, U.S. Bureau of Reclamation, and all other Interior bureaus use student programs, partnerships with minority colleges and universities, and informational brochures and packets during recruitment to attract and infuse talent into the workforce. The following are some of the more creative recruitment efforts:

- The U.S. Geological Survey's (USGS) Bureau Outreach Recruitment Initiative (BORI) was established to increase diversity within the bureau, coordinate college recruitment, and expand USGS's applicant pool. BORI utilizes teams of employees representing the bureau's key programs as recruiters tasked with establishing long-term relationships with targeted higher education institutions. Colleges and universities are selected based on minority representation in fields of study contributing to the mission of USGS and the bureau's current involvement with the institution. BORI utilizes several of the Department's feeder programs, including STEP and SCEP, to retain qualified students for longer than just a summer internship. Over 90 percent of the students employed through BORI have contributed to improvement in USGS's data on underrepresentation.
- The top management of the Fish and Wildlife Service (FWS) has set a priority goal of maximizing outreach to ensure a large and diverse candidate pool for each job vacancy. FWS is establishing relationships with four-year higher education institutions and local community colleges, cooperative agreements with natural resource-focused organizations, and partnerships with the military to recruit qualified candidates contributing to workforce diversity. Some of the bureau's regions have established diversity committees and are employing full-time recruiters to attend career fairs and make presentations in college classes. FWS has developed a recruitment video for use at career fairs and other outreach events, in addition to informational packets and a video promoting the SCEP at the bureau.

Another robust recruitment initiative worthy of coverage is the Bureau of Land Management's (BLM) Student Educational Employment Program (SEEP). The bureau is using the SEEP authority to address recruitment and retention and diversity at the entry-level since achieving and maintaining a diverse workforce has been a longstanding challenge. In 1997, BLM centralized management and funding of SCEP positions at the bureau level to implement national recruitment and placement efforts, which are supplemented by recruitment at the local level. By the end of FY97, BLM had 65 new participants in SCEP, including 44 (68 percent) women and 24 (37 percent) minorities. By the end of FY02, the total number of SCEP new hires had increased to 99, a 152 percent increase from FY97. The number of women in the program increased to 60 (61 percent), while the number of minorities increased to 57 (58 percent). These figures indicate BLM's successful use of the Student Career Experience Program to accomplish the goals of increased diversity and employee retention in entry-level positions. The program has also increased the pool of available talent at remote locations.

The bureau has enhanced the program to address SCEP concerns. BLM realized that mentors needed training and should be volunteers, rather than employees assigned by management. BLM addressed these training needs in 2002 by deploying a web-based distance learning orientation module, "Do You Want to be a Mentor? – How to Mentor a SCEP," designed to familiarize potential mentors with the requirements of SCEP and mentoring, and to assess their aptitude for mentoring. Mentors could then elect to be placed on a mentor's roster maintained at the state level. Mentors and mentees attend a one-week training course that orients SCEP participants to federal employment and provides bonding opportunities for program participants and mentors. The course includes information on BLM's History and Programs; Ethics; Credit Card and Travel; Career Management; Pay, Leave and Benefits; Diversity Issues; and Dealing with Sexual Harassment. The course also covers exercises relating to establishing and maintaining a good mentor/mentee relationship.

The Student Enhancement Recruitment Tracking System (SERTS), a recently developed secure, web-based system, captures information normally contained in the Federal Personnel Payroll System (FPPS), along with program-specific information, such as student diversity, work experience, placement, completed training, use of hiring flexibilities, and expenditures used to attract and retain program participants.

Tracking Success with Performance Measures

Interior is currently establishing performance measures to evaluate the success of STEP and SCEP. Data on the rates of advancement and conversion of student program participants to permanent, full-time positions over the last few years will function as the baseline against which monthly reports submitted by the bureaus will be compared.

Interior is transitioning toward a formal system to capture data that will empirically assess movement toward achieving all strategic human capital goals. For example, the Department will measure accountability in workforce planning through indicators that show how effective the bureaus are in filling mission-critical skills gaps. Identification of the competencies required within each career group will be an indicator of successful movement toward filling skills gaps. In addition, based on an agreement by managers participating in the collaborative human capital management process, human resources personnel will implement Department-wide performance measures that best link specific actions with strategic human capital goals.

Case Study 8:

Department of Justice/ Immigration and Naturalization Service

Conducting a Workforce Analysis to Identify Recruitment Needs

Top Human Capital Skills Areas:

Border Patrol Agent
Criminal Investigators
Immigration Inspectors
Adjudications Officers
Deportation Officers
Detention Enforcement Officers

The Department of Justice's Immigration and Naturalization Service (INS) has been actively recruiting to increase its workforce for several years. Since 1994, INS has more than doubled its workforce through the implementation of a Growth Management Plan. Examining all occupations and various hiring and training options within the agency, INS established a strategic recruitment plan to place increased numbers of entry-level employees into its seven critical occupations: Border Patrol Agents, Immigration Inspectors, Criminal Investigators, Adjudications Officers, Deportation Officers, and Detention Enforcement Officers. Understanding that traditional recruitment techniques would not be successful in recruiting the huge amount of employees needed, INS partnered with the Office of Personnel Management (OPM) to test a centralized inventory in the Twin Cities, Minnesota. The success of this program prompted INS to convert the Twin Cities location into the National Hiring Center to work in tandem with the National Recruitment Program.

As new employee growth continued reaching record levels each year, Growth Management was integrated with Human Resources & Development, forming a National Recruitment Program collaboration with human resources, training, budget, program managers, and OPM. The visibility of the hiring program is analyzed during weekly hiring meetings. The hiring meetings focus on the numbers of new hires, the success of individual hiring programs, and the best options for reaching potential new hires.

Developing a Human Capital Plan to Set Recruitment Goals

INS's national recruitment/marketing plan established a budget to support recruitment initiatives and developed a working partnership among all stakeholders. To compete with the private sector, the image of INS, as well as specific entities within the Service, was improved and marketed to a potential candidate pool meeting recruitment needs. The National Recruitment Program has addressed the corporate needs of INS and modernized and professionalized recruitment and marketing efforts. Initially, INS addressed the Border Patrol recruitment and hiring challenge by developing a team consisting of a recruitment manager, marketing specialist, and trained recruiters. This program has been expanded into a Service-wide recruiting network consisting of Headquarters, the National Recruitment Program Office, regional recruitment teams, and over 300 Border Patrol Agents and Inspectors trained as recruiters.

A Congressional mandate after September 11 required INS to fill dramatic increases in Officer Corp positions, such as Border Patrol and Immigration Inspectors. The results of the National Recruitment Program and Border Patrol's marketing efforts have expanded the number of potential recruits reaching unprecedented levels. In FY00,

INS received over 93,000 applications and surpassed the actual hiring goal with over 2,000 agents hired that year. This trend continues today. As of mid-January 2003, over 115,000 applications have been received for Border Patrol Agent positions and over 122,000 applications were received for Immigration Inspector positions.

Taking Advantage of Civil Service Reform Flexibilities

Presently, INS has the ability to use two flexibilities: relocation bonuses for internal employees and recruitment bonuses for external employees. The utilization of these flexibilities, especially the recruitment bonuses, is very expensive for INS, given the volume of bonuses that the Service pays. Last year, INS awarded 385 recruitment bonuses at $3,000 a piece, totaling $1.15 million. The financing of these bonuses comes from the INS budget since Congress does not allocate any funds for these bonuses. To alleviate the expense of awarding bonuses, INS is beginning to focus more on where recruitment bonuses are most needed, making them location-specific. Recently, the bonus was increased to $5,000 for certain northern border locations.

INS would like to change the timing of bonus distribution to further alleviate wasteful and unnecessary spending. Currently, based on existing regulations by OPM, recruitment bonuses are paid when recruits are first hired and begin training for their positions. The extensive training regime following their employment usually lasts 18-19 weeks. A significant number of potential agents do not complete this training. However, regardless of whether or not they complete the training program, they are still entitled to retain their bonuses. This represents a total loss to INS. INS would like to tie the award of recruitment bonuses to the completion of training to ensure that the money is spent on actual new employees.

Focusing on Diversity and Demographics in Recruitment

The INS is one of the most diverse federal government agencies, especially in its representation of Hispanic employees. Hispanic employees make up 35 percent of the agency as a whole and 40 percent of the Border Patrol Agents. Human resources personnel work closely with the Equal Employment Office and managers focusing on diversity to ensure that the workforce remains diverse. Among the programs that INS utilizes to recruit a diverse workforce are special emphasis programs focusing on women, Hispanics, African-Americans, Asian Americans, and Native Americans. INS has recently undertaken targeted programs to recruit more women into their workforce, especially since the numbers of female Border Patrol field agents are low. As a result of developing partnerships with professional women's associations, such as Women for Hire, INS has been named a government employer of choice for women.

INS reaches potential minority, female, disabled, and young applicants by targeting recruitment at specific universities, trade shows, and job fairs. At selected universities, peer marketing has been utilized, with INS recruiters working with marketing professors to have students develop on-campus marketing campaigns. INS uses Border Patrol Agents and Inspectors as recruiters in the field, attempting to give potential applicants a first-hand view of why INS is an ideal place to work. Once an initial contact is made, the same Agents or Inspectors who recruited an applicant follow up with phone calls. INS is presently developing a system whereby the Service will send postcards during the application and training process to give positive feedback on progress and keep potential applicants interested. INS believes that this will promote the successful transition from applicant to employee.

Tracking Success with Performance Measures

INS has a variety of performance measures that are either in place or ready for implementation. Through a database, INS tracks recruits from the "cradle-to-the-grave" from initial application, follow-ups, hiring, training, and job placement. This database is able to feed managers figures on recruit status, making it easy to determine who is an "ideal" candidate for each position. The National Hiring Center tracks many aspects of each candidate's demographics, providing managers details on the best places and means to recruit new candidates. The applicant testing process also feeds a database with this information. The competency-based test, which is evaluated by current employees, provides data that can be tracked to determine where passing applicants come from (location and educational background) to help maximize effective marketing. INS also uses surveys, marketing codes, and action reports to test successes of recruiting techniques and venues.

Case Study 9:

Department of Labor

Conducting a Workforce Analysis to Identify Recruitment Needs

Top Human Capital Skills Areas:

Supervisory Managerial
Statisticians and Economists
Industrial Hygienists
Mine Inspectors
Financial Analysts and Auditors
Compliance Assistance

The Department of Labor utilized the guidance issued by the Office of Management and Budget (OMB) regarding workforce analyses as a framework for collecting data on the composition of the Department's workforce. Workforce data are collected on a centralized basis and shared with the individual agencies through quarterly analytical reports. Labor's workforce analysis identifies mission-critical occupations, examines the rates of retirement and separation in each occupational series, and tracks the diversity of the workforce. These workforce analyses have resulted in the development of frameworks enabling the Department's agencies to easily extract data best informing their human capital planning. The individual agencies can utilize the automated personnel system to generate one, two, and five-year retirement projections and target their recruitment efforts accordingly.

The Department of Labor is transitioning toward basing training and recruitment decisions on competencies, rather than knowledge, skills, and abilities (KSA's). In the future, human resources personnel intend to evaluate skills gaps through comparison of the competencies needed and actually possessed by current Labor employees.

Developing a Human Capital Plan to Set Recruitment Goals

The Department of Labor has utilized the data collected through workforce analyses to integrate long-term human capital planning into the budgetary process. Individual agencies identify recruitment and hiring targets, facilitating the comparison of targets and actual numbers at year end. The human capital plan encompasses a variety of strategies and recruitment initiatives designed to meet the Department's human capital needs, with human resources personnel implementing initiatives at different times to ensure the integration of lessons learned from the strategies previously executed. The Department has also established a management cross-cut structure for the human capital planning process that includes a centralized fund earmarked specifically for recruitment initiatives, including outreach and the utilization of civil service flexibilities and incentives. Human resources personnel analyze agency requests for funds before making recommendations to the Management Review Board managing the human capital planning fund. The creation of this fund has enabled Labor to centralize decision-making and focus human capital planning on meeting needs throughout the Department.

To address the need for future leadership, Labor has implemented Department-wide Management and SES Candidate Development Programs targeting qualified candidates internal and external to the Department. The program functions as a long-term planning tool, enabling the Department to identify well in advance of the need employees capable of moving into supervisory roles. In FY01, 96 percent of the first class of 23 SES candidates were certified or appointed to SES positions. In FY02, the SES Candidate Development Program resulted in the selection of 27 people for the current class, including four employees from outside the federal government.

Taking Advantage of Civil Service Reform Flexibilities

The Department of Labor uses the full range of personnel flexibilities to remain competitive with the private sector. Among those flexibilities used by the Department are recruitment bonuses, reimbursement of relocation expenses, retention allowances, superior qualifications appointments, and non-competitive promotion authorities. Labor has also recently implemented the Student Loan Repayment Program.

Human resources personnel at the Department would like to see the Office of Personnel Management (OPM) amend federal government employment qualifications to focus on the competencies possessed by candidates, rather than years of service at the previous level. In addition, quality grouping enabling human resources personnel to separate higher and lesser qualified applicants should replace the generation of numerical scores for ranking candidates. Additional barriers to recruitment include time in grade restrictions and the requirement that temporary employees re-compete for permanent positions. Human resources personnel would like to be able to automatically convert temporary employees to permanent positions. Finally, human resources personnel maintain that OPM needs to implement additional government-wide flexibilities consistent with merit principles.

Focusing on Diversity and Demographics in Recruitment

Both high-level managers and human resources personnel have prioritized the Government Performance and Results Act (GPRA) goal to assemble a qualified and diverse workforce and to address underrepresentation in occupational areas. Labor is targeting qualified and diverse applicants through outreach to special emphasis programs, the development of multi-ethnic recruitment brochures, and attendance at career fairs held at minority-serving institutions. Human resources personnel maintain contact with career services officers at universities throughout the country. Labor is also utilizing cooperative education programs and the Federal Career Intern Program (FCIP) to attract entry-level applicants.

Human resources personnel at Labor have embarked on a two-pronged outreach effort to target applicants with business backgrounds for entry-level and managerial positions within the Department. Human resources personnel are recruiting graduating students through outreach to targeted business schools, in addition to posting links to Labor's website on the websites of private sector corporations to target candidates possessing MBA's and private sector work experience. Human resources personnel have also targeted Hispanic and African-American MBA Associations. The FCIP appointment authority enables the Department to convert employees with MBA's to permanent status at the conclusion of their terms of service.

Tracking Success with Performance Measures

Labor is utilizing a variety of performance measures to evaluate recruitment success, including comparing target and actual numbers of applicants hired and tracking the placement of employees into high-level management positions after intake into the candidate development programs. Human resources personnel assess the number of Senior Executive Service (SES) slots filled by participants in the SES Candidate Development Program. The performance measures indicate that these programs are successful in filling vacancies and shortening the hiring process. In addition, the MBA Outreach Program has been successful, with 250 applicants for 15 slots. Human resources personnel also evaluate the effectiveness of outreach to diverse populations through feedback from managers involved in recruitment. They assess whether or not the managers think that they have assembled an adequately diverse certificate of eligibles through their recruitment efforts.

Case Study 10:

Department of the Navy/ Naval Air Systems Command

Conducting a Workforce Analysis to Identify Recruitment Needs

The Department of the Navy's management of civilian personnel resides at the command level. The Naval Air System Command's (NAVAIR) workforce planning is managed by the Business Strategy, Resources, and People Focus Groups. These focus groups examine the command's needs at the macro level and set its strategic direction. The workforce is managed along ten competency areas, with competency leaders working with the People Focus

Group to develop hiring plans with strategies and targets based on analyses of the Navy's future direction, the environment, and the command's business base. The hiring process is workload-driven and based on workforce forecasts intended to provide the lead time necessary for hiring people in anticipation of the command's workforce needs. NAVAIR's workforce analysis integrates components for assessing the kinds of skills and amounts of resources needed.

Top Human Capital Skills Areas:

Aircraft Technologies
Weapons Technologies
Sensors Technologies
Launch & Recovery Technologies
Communications Technologies
Training Technologies

Developing a Human Capital Plan to Set Recruitment Goals

NAVAIR does not have one centralized human capital plan, but rather has hiring and command career development plans aligned with corporate goals and strategies. An additional component of the command's human capital plan will be based on the results of the Quality of Worklife Survey to be administered in January 2003. NAVAIR's human capital planning has integrated strategies for streamlining the command's recruitment process. In the past, NAVAIR's recruitment has been de-centralized with each of the eight different field activities implementing their own recruitment programs and developing their own recruitment and marketing materials. The migration to the development of one NAVAIR College Recruiting Team has enabled the command to better utilize resources, develop first-class recruitment and marketing materials, and network between east and west coast command locations.

Taking Advantage of Civil Service Reform Flexibilities

Command-wide, in some skill areas, NAVAIR utilizes recruitment bonuses and reimburses for relocation costs at an employee's first assignment and expenses incurred during travel to the on-site interview. NAVAIR is looking forward to tapping into the flexibilities provided by its recent initiation of the Federal Career Intern Program (FCIP).

In addition to the flexibilities that it is already utilizing to remain competitive with the private sector, NAVAIR would like the ability to benchmark against private industry standards in the award of recruitment bonuses. NAVAIR would also like to provide reimbursements for relocation prior to employees reporting for duty in order to provide the resources necessary for candidates to travel to find places to live.

Focusing on Diversity and Demographics in Recruitment

The Diversity Subgroup within the NAVAIR College Recruitment Focus Group facilitates the development of strategies for building workforce diversity that are ultimately executed by the Diversity Recruitment Team in concert with the Command's Human Resources and Equal Employment Opportunity (EEO) Offices. The development of these strategies is influenced by the diversity data tracked by site and occupational series provided by the Command EEO Office. NAVAIR also focuses diversity recruitment on meeting the Department of the Navy's goal of 2 percent disabled employees at each command.

NAVAIR's diversity recruiting strategy includes partnerships with targeted conferences, higher education institutions, and professional associations to attract candidates from groups underrepresented within the command. NAVAIR targets colleges and universities with high proportions of enrolled and graduating women and minorities and partners with minority professional associations, including the Mexican American Engineering Society, Society of Women Engineers, and National Society of Black Engineers.

The Job Fair Subgroup of the Recruitment Focus Group facilitates the representation of NAVAIR at over 60 career and job fairs on an annual basis. Approximately 45 percent of these events are sponsored by minority organizations. NAVAIR offers yearly recruiter training to equip a diverse group of employees with the skills and information needed to participate in the command's recruitment program. NAVAIR ensures cross-site and cross-competency representation in this cadre of recruiters in order to reach out to a diverse applicant pool.

Tracking Success with Performance Measures

NAVAIR tracks the numbers of past and present hires and compares this data with the hiring requirements of individual sites. Management feedback and the ACE Rating Method for rating and ranking candidates and selecting applicants for interviews provide information on the quality of candidates recruited by the command. NAVAIR also collects information on referral sources and tracks race, gender, and disability data from interviewing candidates and administers a background survey once employees arrive on-site. NAVAIR is considering tracking referral sources via the command's website in order to collect information from all applicants, rather than just those candidates invited for interviews.

NAVAIR's most successful recruitment initiative is the branding and alignment strategy promoting the command as a single, national organization, components of which operate at eight locations in the United States and two overseas, and resulting in the development of brochures, displays, and a website appealing to a diverse market. This alignment strategy has increased the applicant yield by enabling the command to pool resources and advance a unified, first-class image in recruitment. In addition, the most effective mechanisms for recruiting entry-level scientists and engineers have been attendance at career fairs and on-campus interviews.

Case Study 11:

Department of State

Conducting a Workforce Analysis to Identify Recruitment Needs

Top Human Capital Skills Areas:

Information Technology
Finance and Accounting
Foreign Service Management/ Administrative Officers
Office Management Specialist

The State Department is currently working to reverse problems created when it hired to less than attrition during the downsizing of the 1990's. State's Office of Resource Management and Analysis (RMA) conducts workforce analyses to identify the number of people that need to be hired to bring the Department to the appropriate staffing level to meet mission requirements and to provide for a "personnel complement." Such a complement would provide enough staff to allow the Department to release more employees for training in the skills needed and to minimize strains from staffing gaps during transfers. RMA also conducts analyses to identify the skills needed to fill gaps caused by retirement and attrition.

Developing a Human Capital Plan to Set Recruitment Goals

The numbers generated by RMA are shared with the office responsible for recruitment of employees for the Foreign and Civil Services. The data generated by these workforce analyses provide recruitment personnel with the information needed to set recruitment and hiring goals on an annual basis. Secretary of State Colin L. Powell's launch of the Diplomatic Readiness Initiative (DRI) in FY02 and the resulting increase in financial resources devoted to recruitment have enabled the State Department to focus on aggressive and innovative recruitment initiatives for filling positions in key skills areas.

The Diplomatic Readiness Task Force (DRTF) was created to coordinate the various initiatives, especially with organizations outside of the Bureau of Human Resources, and to facilitate implementation of administrative and procedural changes. For example, the DRTF, working closely with the Office of Recruitment, Examination and Employment (HR/REE) early on, focused on reducing the length of time between application and actual employment as a Foreign Service Officer or Specialist. The ten-month reduction in the time between passing the Foreign Service Written Exam and employment as an officer is one of the DRI's most significant accomplishments.

A variety of factors contributed to the State Department's ability to achieve this goal, but most significant was the increased budget which accompanied the DRI.

The State Department is channeling resources into creative and flexible recruitment initiatives implemented through an integrated marketing plan that utilizes traditional recruiting methods, targeted print and online advertising, online recruitment, and partnerships with affiliate organizations. These activities resulted in increased interest in the State Department and ensured a wide and deep talent pool to support increased hiring.

The Department has also made structural changes. In 2002, for the first time, the Foreign Service Written Exam was offered twice. State was able to expand the number of test sites for the oral assessment of the written exam passers and hire additional examiners, enabling the Department to assess more people in less time. Finally, more resources were also dedicated to hiring additional personnel in order to obtain faster security and medical clearances.

Recruitment resources were also devoted to targeted recruitment for specific skills. For example, to respond to the need for more Office Management Specialists, HR/REE piloted a streamlined hiring process using an online candidate screening process that eliminated the need for the traditional 3-4 month manual review process. To support this pilot, HR/REE launched a completely online targeted marketing campaign, with the result that qualified candidates were identified within 11 days.

Taking Advantage of Civil Service Reform Flexibilities

The State Department has utilized several flexibilities to enhance its recruitment and hiring. Recruitment and retention bonuses have been used to attract and retain Information Technology professionals in both the Foreign and Civil Services. Bonuses have also been used to attract and retain, as Civil Service employees, individuals with mission-critical language skills, such as Russian and Arabic. In the Foreign Service, incentives are provided for service at the most difficult hardship posts overseas and for the acquisition and use of incentive languages, such as Russian and Arabic. The Department's Student Loan Repayment Program is based on recruiting and retaining persons in critical positions and with critical skills. Utilizing authority granted through the Federal Career Intern Program (FCIP), the Department has also implemented its Career Entry Program, designed to bring in entry-level employees in various professional and administrative occupations. To date, the Department has hired 30 career interns and plans to hire at least 20 more each fiscal year.

Focusing on Diversity and Demographics in Recruitment

HR/REE has utilized a strategic recruitment approach to identify the best methods of reaching targeted audiences. HR/REE commissioned a market research project to identify the preferences, perceptions, and job search habits of its target markets. The results of this analysis are being used to reposition the Department's recruitment brand and refine tactical campaign planning.

The recruitment campaign for the Office Management Specialist (OMS) position is evidence of a targeted approach employed by the State Department. As part of its effort to hire 100 qualified OMS employees, as well as build a pool of qualified candidates for future staffing needs, HR/REE engaged an organization to conduct skills assessment tests online. HR/REE utilized a variety of vehicles to direct the target audience to this self-assessment tool, including job postings on *Monster.com* and two professional administrative websites, Google ad word buys, and promotional links on www.careers.state.gov. The language in the job announcement posted on these websites was revised to more accurately reflect the demanding nature of the OMS position and to screen out unqualified candidates. Filter questions at the beginning of the online skills assessment ensured a more appropriate applicant pool by preventing the limited number of testing licenses from being consumed by candidates without U.S. citizenship or sufficient administrative experience.

In addition, the Department has targeted candidates for generalist career tracks with highly targeted media and a more competitive positioning of these careers. For example, website content regarding the Management/

Administrative Officer position was revamped in response to market research that indicated perception issues surrounding the position. The consular career track has also been targeted and better marketed to audiences likely to be interested in this front-line work overseas. The overall result has been increased interest in careers where there have been deficit areas.

Consistent with the goal to build a workforce reflecting the diversity of the United States, HR/REE is targeting its recruitment efforts to qualified candidates from diverse racial and ethnic backgrounds. Activities include targeting outreach efforts at colleges and universities with diverse student bodies, assigning Diplomats in Residence to campuses around the country, attending career fairs at Historically Black Colleges and Universities and Hispanic-Serving Institutions, and participating in recruiting events at military bases.

Tracking Success with Performance Measures

The State Department measures its success by tracking the number of recruited candidates who register for, take, and pass the Foreign Service Written Exam, as well as by tracking hires against various skill targets. Data are collected by career track and demographic group, enabling evaluation of recruitment success across different categories. The data indicate improvement in the diversity of the applicant pool for Foreign Service Officer positions, with minorities representing 38.7 percent of all registrants for the September 2002 exam, compared to 29.4 percent in 2000 prior to the DRI. In FY02, the Department met all of its hiring goals in each career track and skill group.

There are indications that the recruitment campaign for OMS has been successful and may provide insight into the way to approach recruitment for other specialist career tracks, including Foreign Service Information Technology Specialists. The 39 percent passage rate of candidates applying online (489 of the 1,250 testing licenses yielded pre-qualified applicants) provides evidence of the effectiveness of adopting a new application procedure and modifying the OMS job description. HR/REE judges the success of its Management/Administrative Officer campaign by the 66 percent increase in exam registrants for that career track.

A customer satisfaction survey posted to the State Department's recruitment website assesses the overall effectiveness of the site, including identifying how potential applicants are directed to the site. This survey has indicated that 85 percent of website users are satisfied.

Case Study 12: Department of Transportation/ Federal Highway Administration

Conducting a Workforce Analysis to Identify Recruitment Needs

Development of the Department of Transportation's (DOT) model for workforce planning was initiated in FY99 with a series of pilots. The Department developed a Workforce Planning Guide and conducted executive-level briefings for the components to communicate the Department's workforce planning initiative. Currently, each of DOT's components is conducting a workforce analysis to identify competency gaps between the desired and current states of the workforce, and to develop strategies to address the gaps. Each component will submit its workforce plans including the identification of mission-critical occupations to enable the development of a Department-level plan by December 2003. These agency workforce plan submissions will facilitate the identification of cross-cutting issues to be addressed in the Department-level workforce plan.

The Federal Highway Administration (FHWA) analyzed its workforce by work units, mission-critical occupations, and series. The workforce analysis also contains diversity data. This analysis influences FHWA's recruitment priorities for its entry-level Professional Development Program.

Developing a Human Capital Plan to Set Recruitment Goals

DOT's human capital plan addresses the mandates issued by the Office of Management and Budget (OMB) and the Office of Personnel Management (OPM) and contains a preliminary workforce analysis and early discoveries from the Department's workforce planning pilots. The Department has identified its mission-critical occupations, and is currently analyzing the gaps within each occupation. DOT's human capital planning is designed to advance the image of *ONE DOT* to promote a seamless agency and to counteract the traditional stove-piping across the Department's components. In FY04, DOT intends to develop a corporate branding strategy encompassing an entry-level intern program focusing on mission-critical occupations, expansion of the Executive Recruitment and Communities of Interest Programs, enhanced outreach to higher education institutions and professional societies, and a stronger diversity recruitment program for addressing underrepresentation.

DOT Top Human Capital Skills Areas:

Engineers
Safety Specialists and Inspectors
Transportation Specialists
Air Traffic Controllers
Analytical Skills
Information Technology Security Skills and Occupations
Acquisitions

FHWA Top Human Capital Skills Areas:

Civil Engineers
Community Planners
Environmental Specialists
Financial Specialists and Managers
Engineering Technicians

FHWA human capital planning builds on the Department's plan and addresses issues specific to its workforce. The human capital plan contains strategies for increasing the cultural and occupational diversity of the agency. Eighteen months ago, FHWA conducted a workforce planning and development workshop for supervisors and team leaders to increase their understanding of leadership, succession planning, and recruitment and retention issues.

Taking Advantage of Civil Service Reform Flexibilities

The Department issues policy governing the utilization of flexibilities, and components utilize the flexibilities to recruit and retain top quality candidates and employees. FHWA has focused on targeting a diverse mix of candidates in its recruitment at the entry-level. The Professional Development Program hires individuals in civil engineering, community planning, and environmental specialist positions. FHWA is utilizing recruitment bonuses and the Federal Career Intern Program (FCIP) to target college students, and uses advanced in hire rates to fill mid- and senior-level and technical specialist positions. Relocation bonuses are used to recruit employees moving to high cost-of-living areas, and retention allowances are utilized to retain employees with highly technical skills.

In addition to these flexibilities, FHWA would like the ability to provide increased leave accrual to mid-level hires. In order to remain competitive with the private sector, FHWA human resources personnel believe that is important to continue to examine the flexibilities and incentives available in the private sector.

Focusing on Diversity and Demographics in Recruitment

DOT's components are responsible for recruitment initiatives. FHWA is utilizing a number of intern and cooperative education programs to target young people for careers in transportation and technical fields, including programs for elementary and high school students, a ten-week Summer Internship Program for Diverse Students, and the Eisenhower Fellowship Program. Through the Student Career Experience Program (SCEP), FHWA is able to annually employ 10-15 students in technical occupations. FHWA has established relationships with Historically Black Colleges and Universities, Hispanic-Serving Institutions, and Tribal Colleges and Universities to promote the recruitment of members of underrepresented groups. Diverse candidates are also recruited through advertisements and recruiter attendance at career fairs. FHWA is working with state vocational rehabilitation agencies to target qualified disabled candidates. The Administration has allocated a number of centralized slots for disabled

candidates who will be permanently placed within two years. Finally, the recruitment of women is not a problem as qualified female candidates come from a variety of sources. Of particular note, the Department of Transportation has a professional association of women, Women in Transportation.

Tracking Success with Performance Measures

Currently, the Department's human capital plan contains milestones specifying the timeframes for the completion of specific human capital goals and objectives. However, there are no metrics for assessing quality and quantity. Within a few years, DOT plans to develop a set of Department-level performance metrics for evaluating recruitment and retention success.

FHWA uses measures to assess the timeliness and effectiveness of its recruitment and staffing programs. Performance targets are to issue certificates of eligibles within 60 days 90 percent of the time and to fill positions within 90 days of becoming vacant. The FHWA has exceeded its goal for filling positions within 90 days of the vacancy, achieving it 75-80 percent of the time. FHWA also strives for a 90 percent manager satisfaction rate with the quantity, quality, and timeliness of candidates. In addition, FHWA measures performance through its new employee orientation programs by assessing employee satisfaction. The Administration assesses whether or not a job has met an employee's expectations to determine if managers are effectively communicating the requirements of the job to applicants. Finally, FHWA tracks retention in its Professional Development Program.

Case Study 13:

Department of the Treasury

Conducting a Workforce Analysis to Identify Recruitment Needs

As a result of the establishment of the new Department of Homeland Security and the Office of Personnel Management's (OPM) revision of the Human Capital Assessment and Accountability Framework, the Department of the Treasury is reworking its approach to workforce analysis and human capital planning. The Department's workforce analysis, which will be based on the Human Capital Standards for Success developed by OPM, the Office of Management and Budget (OMB), and the General Accounting Office (GAO), will rely heavily on *HR Connect*, Treasury's human resources enterprise system.

Developing a Human Capital Plan to Set Recruitment Goals

Treasury is focusing on the development of a corporate approach to workforce planning. The Department is harnessing *HR Connect* to meet OPM's new requirements for the strategic management of human capital and to develop a Department-level human capital plan containing performance indicators for assessing critical skills gaps. Treasury's bureaus will be able to build upon the Department's human capital plan to meet their own workforce planning needs.

HR Connect's goal is to streamline the human resources business processes of job classification, staffing, performance management, training, and workforce planning, in addition to integrating the bureaus into "one Treasury" to promote one clear image of the Department as an employer. *HR Connect* promotes the movement toward a competency-based approach in all human resource functional areas and replaces the 130 different legacy systems previously in existence throughout Treasury to promote cost efficiencies through uniformity. The system's web-based dashboard will enable the bureaus to load the competencies needed in mission-critical occupations, promoting Treasury's movement toward a competency-based Department.

Implementation of this Department-wide system began in 2000, and to date nine bureaus have successfully implemented it. The initial phase of the self-service rollout provides managers access to basic personnel information through an Internet-based software system. *HR Connect's* Position Description (PD) Library, containing pre-classified position descriptions covering over 400 occupations in 80 occupational series throughout

the Department, reduces the amount of time involved in filling job vacancies and promotes the employment of qualified candidates in a timely manner. The pre-approved position descriptions housed in the PD Library can be distributed immediately, eliminating the previous 60-day process for the development and approval of a new position description.

The final version of *HR Connect* will promote time-saving and data integrity by housing within a single database multiple functionalities, including tools for enhancing recruitment efforts, linked by competencies. *HR Connect* is designed to integrate the competencies for hundreds of federal jobs contained in HR Manager, the internet-based competency data repository developed by OPM through occupational analyses. Training, personnel, and succession planning data, and vacancy announcements will be linked by competencies, enabling managers to submit queries based on this criterion across several categories.

Taking Advantage of Civil Service Reform Flexibilities

By moving toward automation, it is the goal of the Deputy Assistant Secretary for Human Resources to assist each of the bureaus with the implementation of civil service reform flexibilities and the strategic goals outlined in the President's Management Agenda by enabling them to spend less time on non-value added processes, such as writing individual, unique position descriptions. By linking core business processes with core date houses in a single enterprise system, the Department is taking an important step toward using technology to reform outdated management practices and improve human resources planning. Currently, Treasury's bureaus are utilizing recruitment and retention bonuses, in addition to the Federal Career Intern Program (FCIP).

Focusing on Diversity and Demographics in Recruitment

The recruitment functionality contained in *HR Connect* will change the role played by managers and human resources personnel in the recruitment process, and provide faster access to a pool of qualified candidates. An online self-certification process beginning with a series of high-level statements and ending with the generation of a score for each applicant will replace the traditional, time-consuming process of reviewing resumes and knowledge, skills, and abilities (KSA's). Based on the rating generated by the online process, human resources personnel will be able to recommend candidates for interviews in a matter of days, rather than weeks. This new process necessitates that managers invest more time both upfront to determine the competencies they require that their employees possess and on the back end as candidates are selected. The rating criteria and educational requirements for each position will continue to be determined by the individual bureaus.

Tracking Success with Performance Measures

HR Connect facilitates the generation of data enabling evaluation of recruitment success throughout Treasury. The Office of Human Resources Enterprise Solutions tracks numerous human capital measures, including those in the strategic plan and human capital scorecard. In addition, the software enables the bureaus to generate data by demographic categories, enabling evaluation of success in diversity recruitment. The Office of Human Resources Enterprise Solutions is currently tracking usage of the system across the bureaus and plans in the future to calculate the cost savings generated each time *HR Connect* is used to execute personnel actions.

Case Study 14:
Department of the Treasury/ Internal Revenue Service

Conducting a Workforce Analysis to Identify Recruitment Needs

Four years ago, the Internal Revenue Service (IRS) initiated a workforce analysis to determine the human capital required for the transition to a more customer-based structure. The analysis included consideration of IRS's current structure and the desired future structure for the agency. The zero-based development of a blueprint for

human capital planning was business-driven and supported by senior leadership, including the Commissioner. Senior leadership established recruitment as a top priority with the deployment of 40 full-time recruiters.

Utilization of a computer model enabling industry supply and demand analyses and the generation of graphs contrasting actual and ideal staffing compositions facilitated the identification of 8-10 professional and para-professional mission-critical occupations. The workforce analysis also determined the number of surplus employees and resulted in their placement or early retirement.

Top Human Capital Skills Areas:

Accounting
Financial Analysis
Customer Service Skills
Problem-solving Skills
Computer specialists
Law Enforcement Officers with accounting experience
Revenue Agents possessing sophisticated computer skills

Developing a Human Capital Plan to Set Recruitment Goals

The computer-based workforce analysis served as the foundation for a recruitment model delineating the target workforce and containing agency hiring priorities, including restocking mission-critical occupations, creating three new tax specialist occupations, and concentrating resources in big cities. The recruitment model includes a sourcing sequence model to address the ripple effect caused by internal migration and ensure that recruitment efforts take into account the chain of job vacancies created by promotions and job shifts within the organization.

IRS human resources personnel realize the importance of workforce planning at least two to three years in advance of human capital needs. The agency currently has a two-year staffing plan, and intends to develop a plan with five-year goals. The recruitment of Revenue Agents has been a major focus since their ranks were depleted from 16,500 to the low level of 12,000. In FY02, the human resources department channeled all of their resources into hiring Revenue Agents, despite the competing need for Revenue Officers. Recruitment in this occupation is a top priority since several departments draw on this pool of employees, and it takes a full three years and 1700 hours of training for newly hired agents to reach full performance.

Human resources personnel have begun utilizing simulation exercises in their hiring processes to ensure employment of qualified candidates fully aware of their job responsibilities. Simulation exercises function as a job preview for applicants, in addition to offering human resources personnel the opportunity to observe potential employees in action. For instance, after meeting with the hiring manager, applicants interviewing for the Revenue Agent position review tax documents and a sample case study in preparation for a meeting with a taxpayer. The phone aptitude of applicants for the Customer Service Representative position is assessed through simulated phone calls with taxpayers seeking information.

Taking Advantage of Civil Service Reform Flexibilities

IRS human resources staff members found that 80 percent of the flexibilities they needed to remain competitive in their recruitment efforts were already in existence. IRS remains competitive with the private sector by stressing the attention paid to the quality of life of employees and promoting the existence of telecommuting and flexi-place work arrangements. In addition, IRS stresses its training programs for major occupations (i.e. Revenue Agents, Revenue Officers) during the recruitment process to highlight opportunities for continuing professional development. Human resources personnel utilize recruitment incentives, including reimbursement of relocation expenses and superior qualifications appointments. In addition, with approval from the Office of Personnel Management (OPM), IRS has taken advantage of the flexibility enabling them to reemploy civilian retirees without subjecting them to pension reductions. This personnel flexibility has enabled the IRS to tap into the expertise of retired Revenue Agents by hiring them as instructors and mentors.

In order to address the 20 percent of flexibilities they found missing, IRS human resources personnel initiated a category rating process. This authority originated from the IRS 1998 Restructuring and Reform Act and is similar to the government-wide authority enacted as part of the Homeland Security Act. Category rating has been implemented to streamline the hiring process for the Revenue Agent position by replacing the 4-6 hour

examination previously administered to applicants for the revenue agent position. Applicants are rated based on the profile of the ideal candidate for the position. IRS utilizes three categories, with the first category containing those candidates meeting all of the requirements and candidates in the second possessing additional experience or education above and beyond the requirements. The superior category contains those applicants who have distinguished themselves by achieving a high grade point average or obtaining a CPA. The candidates hired are those receiving the superior rating.

Focusing on Diversity and Demographics in Recruitment

A marketing firm assisted IRS in their recruitment efforts by developing a number of marketing campaigns based on feedback generated by focus groups with college students indicating that rather than possessing a negative image, this demographic group possessed no image of the IRS. Marketing campaigns focus on promotion of the independence and opportunities for professional advancement present at the IRS. Recruiters promote the high priority attached to training and professional development opportunities for employees.

The promotion of workforce diversity is prioritized in recruitment, with human resources staff members tracking demographics in mission-critical occupations and recruiting accordingly. Employees affiliated with special interest groups based on race and ethnicity offer their support to this effort in a mentoring capacity, making new recruits feel comfortable at IRS. IRS also has a special emphasis program promoting the hiring of disabled applicants. The disability campaign encompasses promotional videos and CD-Roms distributed to colleges, the participation of recruiters at specialty career fairs and disability conferences, and interactive web banners. IRS utilizes the theme "Disability Excels" to promote the availability of employment opportunities for qualified and disabled applicants. IRS is targeting young people in its recruitment efforts through a strong campus presence at targeted higher education institutions, which include Historically Black Colleges and Universities and Hispanic-Serving Institutions. The Campus Executive Program deploys IRS executives to college campuses to raise awareness of employment opportunities at the agency through interactions with professors and lectures to students in the classroom. Recruiters at the IRS are also attempting to conserve the amount of resources expended on training new hires by targeting marketing to experienced accountants currently working at private sector accounting firms.

Tracking Success with Performance Measures

Human resources personnel evaluate their success by utilizing a set of 24 indicators that includes 6-8 quantitative and qualitative measures specifically for assessing recruitment success. The agency's quantitative indicators provide evidence of the success of the marketing campaign, which yields a large pool of qualified candidates each year. Since human resources personnel encounter a number of challenges in recruiting for the revenue agent position, including competition from the Big Five accounting firms, they gauge recruitment success by their ability to obtain qualified candidates for this occupation. In both FY01 and FY02, IRS received applications from upwards of 1,600 candidates rated as superior through the category rating process.

Also included in the set of performance measures are the declination rate, attrition among recruits, employee performance in the first 6-8 weeks of training, and on-the-job performance as assessed by supervisors after two years of employment. The declination rate, which provides data on the numbers of offers and acceptances, promotes assessment of fallout at various stages in the recruitment process. Human resources personnel are concerned by the dropout rate among candidates frustrated by the amount of time between application and employment. Finally, the current lower than usual attrition rate, especially among customer service representatives, indicates that the simulation exercises utilized in the hiring process are screening out candidates who are not a good fit at IRS.

Performance measures have revealed the effectiveness of web-based recruitment and marketing. In fact, IRS is increasing its web presence to include virtual career fairs as a result of return-on-investment calculations indicating that some web banners cost a mere 1/10 of a cent. By tracking website visitors, IRS has estimated that its website receives over 100,000 hits per month. In the upcoming year, IRS is going to expand its tracking capability to include determination of the sites and advertisements most effective for directing candidates to the IRS website. Surveys administered to candidates coming in for assessments or interviews verify the effectiveness of the Internet, indicating that more than 40 percent of applicants have been recruited via IRS's website.

Case Study 15:

Department of Veterans Affairs

Conducting a Workforce Analysis to Identify Recruitment Needs

Top Human Capital Skills Areas:

Physicians
Nurses
Veterans Claims Examiners
Finance and Accounting
Engineers
Information Technology Specialists
Attorneys
Cemetery Directors
Police Officers

The Department of Veterans Affairs (VA) developed a Restructuring Plan in late 2001 to assess its human capital programs against the Office of Personnel Management's (OPM) Human Capital Assessment and Accountability Framework (HCAAF) that focuses on the six factors of the Human Capital Standards for Success. VA convened a work group of officials from the Veterans Health Administration, Veterans Benefits Administration, and National Cemetery Administration, in addition to other program offices. The work group focused on each HCAAF element, identifying current programs, gaps, and strategies for addressing each gap. The assessment identified the lack of a consistent workforce planning process throughout the Department. While individual administrations conduct workforce analyses and human capital planning, no consistent Department-wide requirements exist to ensure consistency in workforce analysis, diversity management, strategizing, deployment, and sharing of best practices.

The Workforce Assessment identified three of VA's mission-critical occupations as the most crucial for recruitment: physicians, nurses, and claims examiners. These three occupations have been identified as high priorities for recruitment and retention purposes, as well as the most critical for mission success. The present workforce in these three occupations is aging and close to retirement. In addition, there is a large shortage of applicants for these positions. VA has determined that to remain competitive in these three positions and attract qualified applicants, the Department needs to place greater emphasis on federal pay and benefits as part of VA's recruitment and outreach strategies and enhance the working environment.

Developing a Human Capital Plan to Set Recruitment Goals

The workforce assessment revealed the lack of corporate process for human capital planning in the Department. To alleviate this gap, VA has defined a corporate brand, "The Best Care, The Best Career", and developed a corporate-wide recruitment plan for the entire Department. This is an umbrella plan integrating all occupations, including the three most critical positions, and identifying recruitment strategies for each. Following the corporate model, VA has developed a recruitment website that mirrors some of the most successful websites in the private sector.

The human capital plan sets specific goals for recruitment, and focuses on the primary requirement of accountability through assessment of skills gaps in all occupations, not only the most critical positions. The human capital plan lays out the goals of implementing the "High Performance Development Model" developing the core competencies under this model in the eight personal mastery skills; the implementation of the corporate-wide recruitment plan; additional flexibilities needed to recruit qualified applicants; and the development of a One VA Survey to help determine performance measures and outcomes to align the human capital and strategic plans.

Taking Advantage of Civil Service Reform Flexibilities

The Department of Veterans Affairs undertook a human resource study identifying the flexibilities utilized throughout the Department, how well they use them, and what other flexibilities can be used or are desired. This study revealed that VA uses every available authority and utilizes several flexibilities rather well. VA leads the federal government in the use of recruitment and retention bonuses and the number of delegated examining units.

Recruitment and retention bonuses, as well as relocation bonuses, are used extensively for physicians, nurses, and executive positions; hard-to-fill positions and high cost of living locations; and individuals with mission-critical skills.

The VA would like the authority to negotiate relocation dollars, more flexibility in the offering of relocation dollars, and more power to appoint and make offers on-the-spot to qualified candidates.

Focusing on Diversity and Demographics in Recruitment

The VA workforce assessment includes a focus on recruiting for diversity within the Department. There is a diversity strategy addressing the recruitment and development of women in the workforce. VA has a Women's Taskforce on Employment Advancement promoting their movement beyond the glass ceiling. VA also has a Women's Executive Leadership Forum presently including more than 150 women and expanding. Through these two initiatives, VA hopes to attract up to 10,000 women into the Department over the next 5-10 years. Another strategy promoting workforce diversity is Leadership VA, a leadership training program mapping career paths for each occupation and training future leaders by occupation and demographics.

The Department of Veteran Affairs has taken various steps to reach out to a diverse pool of potential candidates. Along with extensive outreach to Hispanics and African-Americans through targeted recruiting, VA will sign agreements with various Native American Tribal Councils to forge new partnerships with these communities. VA's disabled workforce is above the national average, and the Department is utilizing a variety of strategies, including targeted recruiting and the use of well-known personalities, to promote the hiring of disabled employees. These strategies are designed to meet the Department's requirement to employ 17,000 disabled employees specified under the Disabilities Initiative. Veterans Affairs also focuses on recruiting young employees. VA includes a Next Generation Plan within their human capital plan to change the mindset of managers and outline new techniques to attract and retain young candidates.

Tracking Success with Performance Measures

The Department of Veterans Affairs has been tracking recruitment success since the Government Performance and Results Act in 1993. VA tracks strategies in terms of cost effectiveness and positive results. For example, VA has found that recruiting nurses at conventions and military installations has led to a larger number of appointments than at other venues. VA's Office of Marketing and Recruitment utilizes web-based technology, including web-based entrance and exit interviews and online applications tracking referral sources. The human capital plan specifies requirements for a detailed recruitment analysis enabling human resource officers to immediately pull and analyze data to develop recruitment efforts across the Department. VA pays close attention to turnover and accession rates within each occupation. A 10 percent or more increase signals a red flag and is looked into further to determine the cause.

Case Study 16: Environmental Protection Agency

Conducting a Workforce Analysis to Identify Recruitment Needs

In 2001, the Environmental Protection Agency (EPA) submitted to the Office of Management and Budget (OMB) a workforce analysis based upon the Workforce Development Strategy, a comprehensive approach for addressing the workforce development needs of agency employees initiated in 1998. The Strategy has several components including an analytical framework through the Workforce Assessment and Workforce Planning projects. The Workforce Assessment Project (WAP) completed in May 1999 focused on cultivating the competencies needed to fulfill EPA's current and future workforce needs. Environmental scenario building enabled EPA personnel to forecast workforce needs out to the year 2020, enabling the comparison of current workforce competencies and future skills needs. The WAP identified the ten most important competencies required by employees in the EPA's

five major occupational groups: managers, legal/enforcement employees, scientists/engineers, general/administrative employees, and support staff. The Workforce Development Strategy establishing employee development programs facilitated by program and regional offices addresses these competency needs.

Top Human Capital Skills Areas:

Environmental Protection Specialist
Environmental Engineering
General Physical Science
Management and Program Analysis
Information Technology

Developing a Human Capital Plan to Set Recruitment Goals

EPA is currently involved in the development of a workforce planning and allocation model that will assist managers at headquarters and regional offices in formulating national and local recruitment strategies that meet the agency's current and future competency needs. The system will facilitate the preparation of multi-year workforce plans by forecasting future competency needs, inventorying the skills and competencies of the current workforce, providing projections of attrition by occupation and grade, and identifying numbers of employees needed in each series and grade. Some offices are already participating in the pilot of this program. Beta testing should be completed by the summer of FY03, with full implementation occurring in the first quarter of FY04.

Taking Advantage of Civil Service Reform Flexibilities

EPA utilizes a variety of personnel flexibilities to ensure the employment of a diverse and qualified workforce. Among those flexibilities utilized by EPA are the Veterans' Readjustment Appointment, several appointing authorities promoting the employment of disabled persons, and a special authority to hire persons with proficiency in Spanish and knowledge of Hispanic culture. EPA is also targeting potential young applicants through the Student Career Experience (SCEP), Outstanding Scholar, Federal Career Intern (FCIP), and Presidential Management Intern Programs (PMI), in addition to special authorities for appointing former Peace Corps and VISTA volunteers and personnel. However, approval of the Bush Administration's Managerial Flexibility Act would provide the extra flexibilities human resources personnel at EPA need to recruit additional high-quality candidates.

The incentives utilized by some EPA offices in their recruitment efforts include recruitment bonuses, superior qualifications appointments, reimbursement of relocation expenses, and the Federal Student Loan Program. EPA also boasts the existence of a variety of family-friendly workplace options, including alternative and flexible work schedules, transportation subsidies, and on-site child development centers.

Focusing on Diversity and Demographics in Recruitment

EPA has several outreach strategies in place to respond to the results of the Affirmative Employment Program Plan Update that annually assesses the underrepresentation of minorities, women, and people with disabilities by occupational categories and grade groups.

EPA is focusing on the cultivation of future leadership through the EPA Intern Program (EIP). EPA annually hires as permanent, entry-level employees 25 recent graduates of bachelors and masters programs in a variety of disciplines. Since 1998, the Agency has hired five EIP classes comprising 151 interns. Close to 50 percent of program participants are minorities or persons with disabilities. Managers and human resources personnel participate in EIP by recruiting and screening applicants from diverse backgrounds through outreach to special emphasis and professional organizations, publicity to academic career placement offices, and participation in job fairs. Referrals from EPA employees, the Workforce Recruitment Program for Students with Disabilities, and several hiring authorities promote the employment of a qualified cadre of interns. The EIP curriculum includes individual development plans; rotations at headquarters and regional offices; mentoring; and orientation, mid-program, and closing conferences.

The agency's strategies for outreach to Hispanics, Asian Americans, and Pacific Islanders integrating community partnerships, economic opportunities, education, and employment were developed through consultation with stakeholders internal and external to the organization. Two National Hispanic Stakeholder Consultations convened representatives from community-based and non-profit organizations, academic institutions, and businesses, while the Hispanic Outreach Internet Conference opened up the discussion of outreach strategies to the general public. EPA also facilitated listening sessions to gather input from Asian Americans and Pacific Islanders residing in five diverse U.S. communities. Strategies promoting the recruitment of veterans and Native Americans are currently being (or will be) developed.

The agency's recruitment programs, along with the special emphasis programs managed by the Office of Civil Rights support implementation of the recruitment component of these outreach strategies. Employees within these programs establish relationships with historically black colleges and universities, Hispanic-Serving Institutions, and other minority organizations; represent EPA at recruitment events; provide managers information and technical assistance; and educate job applicants and employees about employment opportunities. EPA's web-based recruitment and employment application system, eZhire @ EPA, which enables candidates internal and external to the agency to apply online for jobs, enables targeted recruitment to specific professional associations, educational institutions, and community organizations.

Tracking Success with Performance Measures

EPA currently has a number of initiatives underway to develop a system for measuring the success of the agency's recruitment initiatives. The new FY03 agency strategic plan will integrate a human capital plan with measures. Implementation of HR Pro, an information system integrating human resources functions throughout the Agency, will enable the collection and utilization of recruitment and employment data.

Case Study 17:

General Services Administration

Conducting a Workforce Analysis to Identify Recruitment Needs

The General Services Administration (GSA) has conducted a workforce analysis focusing on the pending wave of retirees within mission-critical occupations. GSA has implemented a succession plan that analyzes retirement data and forecasts attrition in five areas, including: Contract Specialists, Information Technology Specialists, Financial Management, Building Managers, and Realty Specialists.

Top Human Capital Skills Areas:

Contract Specialists
Information Technology Specialists
Financial Management
Building Manager
Realty Specialist

According to the agency performance plan, GSA's workforce analysis indicates that the agency is prepared for the challenge to keep its human capital "need" from becoming a human capital "crisis." GSA is developing a more effective human capital management process that will be integrated with the Administration's strategic objectives and performance management process. GSA's human capital management process will address the need for the specific recruitment, training, retention, and succession planning required to maintain the skills and competencies necessary for achieving high performance and continuous improvement.

Developing a Human Capital Plan to Set Recruitment Goals

GSA's strategic plan indicates that the Administration has added a new strategic goal —"Maintain a world-class workforce and a world-class workplace" — to reflect the importance of human capital planning. With this goal, GSA has specified the need to recruit, hire, develop and retain staff with strategic competencies for mission-critical occupations such as those listed above. In identifying these mission-critical areas, GSA has partnered with a

communications and marketing company to develop an employment branding strategy. By facilitating focus groups with both entry-level and long-term employees, the human resources department developed a better understanding of how to attract prospective employees to GSA. The end result was the marketing campaign, "You Can Do That Here!," that emphasizes the various educational and professional experiences that qualify individuals for employment with GSA as well as the many opportunities for upward mobility within the Administration. GSA has also developed a corporate recruitment strategy to replace the separate approaches of the nine regional offices.

Taking Advantage of Civil Service Reform Flexibilities

GSA currently offers family-friendly and employee-centric policies and practices such as child care, transit subsidies, "telework," and alternate work schedules. GSA also offers the financial incentives of recruitment bonuses and the Student Loan Repayment Program, for high-caliber candidates. GSA accentuates flexible employment opportunities and mobility within the agency through the use of the "You Can Do That Here!" branding strategy. GSA offers a variety of career development and individual development opportunities and appeals to college students and young professionals through intern and cooperative education programs, including the Presidential Management Intern (PMI), Student Career Experience (SCEP), and Student Temporary Employment Programs (STEP).

Human Resources personnel would like to see more flexibility in the civil service regulations and the legislation governing hiring rules to be able to attract and hire the kind of talent needed to be successful.

Focusing on Diversity and Demographics in Recruitment

GSA is integrating into its human capital plan strategies to ensure workforce diversity and cultivate new leadership. GSA's workforce analysis recognizes that this is an area requiring improvement. However, utilization of the STEP, SCEP, and PMI programs and attendance at diversity-oriented career fairs have provided GSA opportunities to recruit members from underrepresented groups into mission-critical positions. GSA focuses its entry-level recruitment primarily on college and university campuses. GSA has signed cooperative agreements with a number of higher education institutions and advertises employment opportunities on college and university career center websites. GSA also collaborates with the minority organizations of higher education institutions to recruit students for its internship programs.

Tracking Success with Performance Measures

GSA has assisted in the development of and plans to use the Human Resources Management Council's human capital measurement template to measure its success in recruiting, developing, maintaining, and supporting a world-class workforce. Under this framework, GSA's workforce performance goals and measures include improved cycle time for recruiting, with a FY03 target of 45 days. In addition, GSA strives to increase the professional competency of the acquisition workforce as determined by the Clinger Cohen requirements, to recruit and retain high-performing associates in critical job categories, and to rank among the 75th percentile in the Gallup Poll Q-12 to be rated as a World Class organization

Case Study 18:
National Aeronautics and Space Administration

Conducting a Workforce Analysis to Identify Recruitment Needs

The National Aeronautics and Space Administration's (NASA) current workforce analysis captures by individual Center and associated Enterprise organization the skills and competencies necessary for mission fulfillment. The data include an attrition analysis and projections of demand based on current and future NASA programs. Currently, each Center develops recruitment strategies on an annual basis according to analyses of current and future human capital needs, current workforce capabilities, mission requirements, and budget plans.

Developing a Human Capital Plan to Set Recruitment Goals

Top Human Capital Skills Areas:

College Degrees in:
- Biology
- Astrobiology
- Biochemistry
- Nanotechnology
- Systems Engineering
- Mechanical Engineering
- Aerospace Engineering
- Electrical Engineering
- Computer Engineering
- Chemistry

NASA's Strategic Human Capital Plan (SHCP) specifies goals and strategies for accurately identifying current and future human capital needs. Development of the capabilities documented in the plan will enable managers to determine the specific numbers and kinds of human capital needed for mission fulfillment. The SHCP and the accompanying Strategic Human Capital Implementation Plan transition the Agency toward human capital planning based on competency management, rather than the current Center-by-Center full-time equivalent process. The initiatives included under the Strategic Competencies pillar include the development and implementation of an Agency-wide workforce planning and analysis capability system and the facilitation of education programs enabling qualified and diverse students to meet projected workforce needs. The workforce planning and analysis capability system will enable assessment of Agency skills gaps through comparison of the skills and competencies needed versus those actually possessed by current employees

NASA has implemented an automated Staffing and Recruitment System (STARS) that benefits both hiring managers and job applicants. NASA STARS integrates a more user-friendly application process and streamlines hiring with a faster process for rating and ranking candidates and generating candidate referral lists for managers. NASA STARS enables applicants to use information from their resumes online to apply for future job vacancies, and receive notification of application status and new vacancies. As of September 1, 2002, the online database contained 28,246 resumes and 32,263 resumes had been created through NASA's online resume builder.

Taking Advantage of Civil Service Reform Flexibilities

NASA utilizes a variety of civil service flexibilities and authorities to remain competitive with the private sector, especially in the recruitment of employees with science and engineering backgrounds. NASA is utilizing the superior qualifications appointment authority to target science and engineering candidates, the term appointment authority to support short-term projects, recruitment bonuses for new hires, and the Intergovernmental Personnel Act (IPA) authority to leverage resources from academia and the non-profit sector. The number of recruitment bonuses offered to entry-level candidates has steadily risen, with an increase from 3 percent of new hires receiving bonuses in 1999 to 16 percent in 2001. In addition, NASA has used the Student Loan Repayment Program as an incentive for hiring and retaining recent college graduates. NASA also offers a variety of quality of work-life initiatives, including flexible and alternative work schedules, family-friendly leave programs, childcare, and employee assistance programs.

In FY03, NASA submitted to Congress through the Office of Management and Budget (OMB) a variety of legislative proposals requesting additional flexibilities and the enhancement of existing authorities. The Administrationwould like to see streamlined hiring authorities promoting a quicker hiring process; greater financial incentives for recruitment, retention, and relocation; an extension of term appointments and the ability to convert qualified term employees to permanent positions. NASA has requested more flexibility for the IPA authority, the ability to create a NASA Industry Exchange Program for utilizing expertise outside the Administration, and the establishment of a Scholarship for Service Program promoting studies in science, engineering, mathematics, and technology. Finally, NASA is seeking a streamlined demonstration authority provision to test and evaluate additional personnel flexibilities.

Focusing on Diversity and Demographics in Recruitment

NASA has established the National Recruitment Initiative to target qualified candidates with science and engineering backgrounds. The Initiative includes Agency-wide strategies for focusing on the candidates, tapping

into partnerships and alliances, and tailoring recruitment opportunities to fit different audiences. The tools created to execute these strategies include a student-focused employment website, a recruitment website, links to NASA employment opportunities on the websites of minority-focused science and engineering professional associations, and CD-ROM's and DVD's providing information on NASA's employment opportunities.

The Administrationis targeting young people from diverse backgrounds and encouraging them to pursue science, engineering, and technology careers through "feeder" programs. The Summer High School Apprenticeship Research Program connects high school students with research apprenticeships at NASA Field Centers and affiliated universities. The Undergraduate Student Research Program (USRP) is designed to cultivate student interest in employment at NASA and partner organizations by providing rising college juniors and seniors from diverse backgrounds hands-on research opportunities. Since its inception in FY01, some 237 students have participated in USRP; participation now stands at 50 percent female and 30 percent minority. Seventy percent of the seniors involved in the program are currently enrolled in graduate school. The Student Temporary Employment (STEP) and Student Career Experience Programs (SCEP) enabled NASA to hire 662 students, including 37 percent who are minorities, from FY00 to FY02. During these years, NASA also converted 215 SCEP participants, including 35 percent who are minorities, to full-time, permanent appointments. The NASA Contracting Intern Program also serves as an effective vehicle for recruiting a young and diverse workforce. Other recruitment initiatives for promoting a diverse workforce include attendance at job fairs and conferences, outreach to minority-serving institutions and professional associations, and advertisements in diversity magazines and journals.

Tracking Success with Performance Measures

Currently, each NASA Center has its own system of performance measures for evaluating the success of recruitment initiatives. NASA's Strategic Human Capital Plan and Implementation Plan address the establishment of a hierarchy of human capital measures or success indicators. Included in the hierarchy is progress in closing gaps in strategic competencies. Following completion of the critical competencies, NASA will develop annual performance measures to assess overall recruitment success.

Case Study 19:

National Science Foundation

Conducting a Workforce Analysis to Identify Recruitment Needs

Top Human Capital Skills Area:

General Management

The National Science Foundation (NSF) has developed a five-year administration and management strategic plan to address current and future workforce needs, and is in the process of conducting a comprehensive workforce analysis to identify core competencies and skills gaps for its occupations. This analysis will provide the information needed to identify future workforce competencies to influence how the agency performs its work in the future and promote the alignment of human capital with strategic planning. Through a series of internal focus groups, NSF will validate its assessment of core competencies and skills gaps for inclusion in its human capital plan.

Developing a Human Capital Plan to Set Recruitment Goals

NSF's human capital plan is a "work in progress" because the agency is currently engaged in a comprehensive review of its business processes, including how its human capital initiatives can most successfully support those business processes. However, foreseeing the workforce challenges before it, NSF has taken preliminary steps to identify emerging workforce needs. The Foundation's strategic plan documents approaches for exploring the

potential of increasing the number of entry-level science and engineering positions, providing opportunities for science and engineering internships, and funding academic advancement and career development programs. A strategic facet of this workforce investment is how NSF can positively influence the numbers of individuals recruited and selected from groups presently underrepresented in science and engineering disciplines.

NSF will complete the initial gap analysis on the occupations most closely linked with its business processes by June 2003, setting a baseline for the first rendition of a new human capital plan to be implemented in FY04. The human capital plan will include strategic changes in NSF's recruitment, retention, compensation, performance management and award, and development policies, each of which will be closely aligned with the agency's business processes. As an entity, NSF is committed to finding the most effective human capital processes and has established a "Technology and Tools Taskforce" allowing the information technology and human capital offices of NSF to work together to achieve cost and operational efficiencies.

Taking Advantage of Civil Service Reform Flexibilities

According to the Foundation's strategic plan, "the nature of science and engineering research and education...demands unique knowledge agility in the NSF workforce." The agency maintains this attribute by capitalizing on current staffing flexibilities, such as the Intergovernmental Personnel Act (IPA), to complement its permanent workforce. The Foundation also takes advantage of human resource management flexibilities in hiring and compensation contained in the NSF Act and has established and effectively used the Visiting Scientist, Engineer and Educator Program to attract temporary resources to assist in accomplishing its mission. The Foundation has pay banding for its Excepted Service positions and is allowed to provide additional benefits for professional staff on loan from academic institutions. Other flexibilities utilized by NSF include relocation bonuses, recruitment bonuses, and electronic and peer recruitment through "Dear Colleague" letters.

In addition to these flexibilities, NSF would like to see a mechanism similar to the IPA applied to private industry. NASA has proposed such legislation, but thus far nothing has come to fruition. NSF is extremely satisfied with the provisions of the IPA, but would like more clarity in overall program guidelines.

Focusing on Diversity and Demographics in Recruitment

NSF is committed to broadening participation in science and engineering. Within its strategic plan, the Foundation identifies a set of action steps for promoting diversity, including:

- Seeking "equitable distribution of underrepresented minorities, women and persons with disabilities at all staff levels throughout NSF"
- Continuing "the policy of embedding diversity at all levels and in all programs throughout NSF and delineating strategies for implementing this policy and establishing measures of accountability"

The NSF strategic plan also notes the importance of sustaining a recruitment and retention policy that enables the Foundation to focus on excellence, diversity, and improved participation of underrepresented groups in both career and temporary positions.

NSF also addresses diversity issues in its programmatic areas as part of its mission to broaden participation within the science and engineering enterprise. NSF has included diversity in the agency's Government Performance and Results Act (GPRA) goals, and has taken various steps to increase diversity in its pool of candidates. For example, NSF partners with AAAS to grant 6-8 fellowships per year that provide one-year internships at the Foundation. To promote outreach to Hispanics, NSF has partnered with the Hispanic Association of Colleges and Universities (HACU) to provide internships offering students valuable work experience, and is partnering with other agencies to sponsor a forum to attract Hispanic scientists and engineers to the federal service.

Tracking Success with Performance Measures

The National Science Foundation evaluates recruitment success through paper surveys of managers and discussions with selecting officials about the quality of hires. In the near future, NSF plans to implement an

automated survey tool to gather information from both applicants and managers on its electronic recruitment processes. As a small agency of approximately 1,200 employees, NSF relies heavily on peer recruiting, which is extremely successful and cost-effective. Subsequent to the completion of its human capital plan, NSF will have a greater opportunity to develop annual performance measures that assess overall recruitment success.

CASE STUDY 20:

NUCLEAR REGULATORY COMMISSION

Conducting a Workforce Analysis to Identify Recruitment Needs

The Nuclear Regulatory Commission (NRC) has developed and implemented a strategic workforce planning system to identify and monitor its human capital assets and needs. The system is integrated with the Commission's annual Planning, Budgeting, and Performance Management process and is results-driven, focusing on business outcomes and outputs for the next five years. The web-based system provides managers the ability to specify both near- and long-term mission-critical skills needs and gives employees the opportunity to assess their proficiency levels in each of the skills areas. The model was initially rolled out with a skills-assessment survey specifically for core occupations and is now available to the entire NRC workforce. Commission planners can utilize data from the strategic workforce planning system to analyze near-term and long-term agency-wide skills gaps and devise and implement human capital strategies for maintaining core skills.

Top Human Capital Skills Area:

Electrical Engineering
Mechanical Engineering
Structural Engineering
Chemical Engineering
Nuclear Engineering
Health Physics
Nuclear Safeguards & Security
Intelligence/Threat Analysis
Risk Assessment
Information Technology

Developing a Human Capital Plan to Set Recruitment Goals

The Nuclear Regulatory Commission submitted its first human capital plan last year, linking it to the agency strategic plan and corporate management strategy. NRC has projected annual recruitment targets based on full-time equivalent (FTE) reports and budget allocations, allowing the human resources office to begin long-term forecasting of potential gaps in mission-critical skills areas. This provides information for determining whether to accelerate or decelerate recruitment efforts. The human capital plan integrates strategies promoting employee development, succession planning, and retention. NRC has SES Candidate Development and Leadership Potential Programs, in addition to mentoring and rotation opportunities.

Taking Advantage of Civil Service Reform Flexibilities

NRC is utilizing a variety of personnel flexibilities and incentives to remain competitive with the private sector. The Commission uses double encumbering of positions to enable new employees to acquire knowledge from employees before they retire, resign, or move to other positions. Details allow the agency to temporarily staff a position that has been suddenly vacated. The Nuclear Regulatory Commission awards recruitment bonuses and retention allowances to encourage qualified candidates and current employees with critical skills to accept or remain in mission-critical positions. NRC offers advances in pay for newly appointed employees who might otherwise encounter difficulties in accepting a position. As an Excepted Service agency, NRC has been able to establish its own pay authority comparable to private sector salaries for technical occupations. Increases in compensation and the number of senior level positions have allowed NRC to compete with the private sector for qualified, senior level candidates. NRC is utilizing two authorities to re-employ annuitants with critical skills in areas such as nuclear technology. The positions for these former employees are set up like consulting appointments. The Commission has requested ongoing access to this flexibility.

NRC utilizes appointment authorities to attract qualified young people. For the past three years, the Nuclear Regulatory Commission has been implementing the Nuclear Safety Intern Program, which has a budget of 20 FTE's and utilizes the direct hire authority and Call To Serve program to recruit entry-level employees. Last year, NRC hired 70 interns who have been exposed to a broad range of NRC regulatory challenges in mission-critical areas. NRC utilizes the Student Career Experience Program (SCEP) to provide students pursuing undergraduate and graduate degrees in science and engineering fields the opportunity to alternate between semesters of work and study. NRC is also implementing fellowship programs at the undergraduate and graduate levels to recruit students with mission-critical skills. The undergraduate fellowship program pays for the senior year of college of selected exemplary students. NRC's graduate fellowship program pays students to pursue graduate degrees in specialized fields needed at the commission and guarantees their employment upon graduation.

NRC's quality of worklife incentives include telecommuting, which is viewed as an effective tool for recruiting new employees and retaining employees contemplating retirement, and on-site childcare, fitness, and health facilities.

Focusing on Diversity and Demographics in Recruitment

The Nuclear Regulatory Commission has several ongoing and newly developed initiatives are in place to attract qualified candidates contributing to workforce diversity. NRC's model for diversity recruiting is a team effort for conducting targeted initiatives at colleges and universities with large numbers of Hispanic, African-American, and Asian students. The agency has increased its efforts to establish partnerships with Historically Black Colleges and Universities and Hispanic-Serving Institutions to increase NRC's visibility and attract their best students. NRC relies heavily on diversity-oriented career fairs to recruit members from underrepresented groups. During FY02, NRC attended 22 targeted recruitment events at colleges and universities and participated in 12 minority professional career fairs. This effort identified a significant number of highly qualified diverse entry-level and internship candidates for technical and administrative positions. This influx of new hires has resulted in an increase in the diversity of NRC's workforce.

During FY02, NRC developed standardized procedures for providing reasonable accommodation for employees with disabilities. These procedures provide employees information on the process and requirements for requesting accommodation. Additionally, the agency maintains an inter-agency agreement with the Department of Defense which administers the Computer Electronic Accommodations Program (CAP). The mission of CAP is to provide equal access to the information technology environment, including the procurement of assistive devices, at no cost to the NRC, for employees who require accommodation because of a physical or cognitive disability. NRC bases its strategies for targeting the disabled on annual analyses of the commission's handicapped employment status. NRC recruits at Gallaudet and Veterans-oriented career fairs.

Tracking Success with Performance Measures

The Nuclear Regulatory Commission is evaluating the success of recruitment initiatives through a set of performance indicators. NRC publishes a mid-year FTE utilization report that projects full-time equivalent resources over a two-year period. The agency is attempting to "stay ahead of the curve" by projecting yearly fluctuations in advance, providing offices the information they need to make recruitment decisions. Each fiscal year, FTE staff year utilization is within 2 percent of the targeted allocation. NRC tracks the attrition rate in the workforce overall, in addition to tracking the post-program retention rate of participants in the Nuclear Safety Intern Program. The Commission's retention rate target for internship program participants is 75 percent over a three-year period.

NRC measures diversity success by comparing Equal Employment Opportunity Commission data against national demographics. Each fiscal year, protected group representation in the NRC workforce is comparable to within 20 percent of the relevant U.S. labor market. NRC is dedicated to the recruitment of professional entry-level employees. Each fiscal year, at least 25 percent of new professional hires are at the entry-level. Last year, NRC

exceeded this goal with 41 percent of hires at the entry-level. NRC has set a target of 1:8.5 for the supervisor-to-employee ratio.

NRC targets and prioritizes critical workforce skills. Each fiscal year, the ten most significant critical workforce skills gaps are identified, and gap closure strategies are developed and implemented. NRC outlines training and development needs and assesses their effectiveness. Each fiscal year, at least 90 percent of the training and development needs identified in the annual training needs call are met.

Case Study 21:

Social Security Administration

Conducting a Workforce Analysis to Identify Recruitment Needs

The Social Security Administration (SSA) conducted a workforce analysis utilizing a data-driven retirement attrition model providing information on the positions that would be vacated up to the year 2020. Staff at SSA elected to narrow their focus to assessment of the positions that would be most impacted by retirement and attrition in the next ten years, and estimation of the numbers of new employees needed in each position. Since the workforce analysis indicated that 38,000 employees would depart over the next decade, SSA personnel set the goal of annually replenishing the workforce with the employment of 3,000 new employees.

Top Human Capital Skills Area:

Social Insurance Claims Development/Adjudication/ Policy Analysis
Disability Benefit Programs and Services
Public Contact Representatives
Information Technology Specialists

Developing a Human Capital Plan to Set Recruitment Goals

The Social Security Administration's FY03 Annual Performance Plan integrates SSA's four strategic goals and the five management goals of the President's Management Agenda into one document. SSA's goals and strategies for the strategic management of human capital are based on the goals contained in the Office of Personnel Management's (OPM) Human Capital Assessment and Accountability Framework. The document defines recruitment strategies that will contribute to achievement of the strategic alignment and strategic competencies goals contained in the human capital scorecard, in addition to the SSA strategic objective "to recruit, develop, and retain a diverse, well qualified workforce with the capacity to perform effectively in a changing future environment." The strategies for achieving these objectives include implementation of SSA's Future Workforce Plan; utilization of replacement hiring, personnel flexibilities, and incentives; and determination of the core competencies needed by employees.

Among SSA's succession strategies are career development programs for employees at different grade levels that ensure the cultivation of future agency leadership. SSA's 12-18 month SES Candidate Development Program prepares GS-15 employees to become the next cadre of Senior Executives. Forty-four candidates comprise the current class. Other feeder programs include the Advance Leadership Development Program for employees at the GS-13 and GS-14 levels and leadership development programs for GS-9's through GS-12's.

Taking Advantage of Civil Service Reform Flexibilities

The Social Security Administration is utilizing a variety of personnel flexibilities and incentives to remain competitive with the private sector. SSA participates in the Outstanding Scholars and Presidential Management Intern Programs, in addition to several appointing authorities promoting the employment of persons with mental and physical disabilities. In addition, with approval from OPM, SSA has taken advantage of the flexibility enabling them to reemploy civilian retirees without subjecting them to pension reductions. This has enabled SSA to retain

the knowledge of former employees in mission-critical occupations, including administrative law judges and human resources personnel specializing in recruitment. The Social Security Administration also offers an attractive benefits package and stresses the comprehensive training provided to new employees. SSA has also used the early out authority provided by OPM to minimize retirements in later years, when SSA workloads are projected to increase as a result of the aging baby boom population, and to hire new employees with the skills and abilities needed to deliver services in a rapidly changing environment.

Focusing on Diversity and Demographics in Recruitment

The Social Security Administration is interested in assembling a workforce that represents the diversity of the American public and enables it to effectively communicate with a diverse customer base. SSA's focus on the development of a diverse workforce is reflected in its outreach and recruitment strategies and development of diverse recruitment materials designed to appeal to a diverse candidate pool. The Office of Civil Rights and Equal Employment Opportunity has chartered advisory councils whose members represent protected groups, such as African-Americans, Hispanics, Asian Americans and Pacific Islanders, Native Americans, and persons with disabilities, to assist in the recruitment of a diverse workforce. Employees affiliated with these councils promote SSA's commitment to serving all Americans while participating in volunteer activities in the community.

SSA's progress in developing a diverse workforce is tracked on an annual basis by the Office of Civil Rights and Equal Opportunity. Currently, 43 percent of the Social Security Administration's workforce is composed of minorities and the continuing focus is to recruit a workforce reflective of the public SSA serves. During the past year, SSA has targeted Asian Americans and Pacific Islanders, Hispanic-Americans, and persons with disabilities. The Deputy Commissioner of Human Resources, who has a background in disability issues, has revitalized SSA's commitment to the employment of persons with disabilities by prioritizing recruitment of qualified disabled persons with the competencies needed by the agency. Human resources personnel at the Social Security Administration recruit people from all segments of society and have developed specialized recruitment materials for use in recruiting young people, veterans, people with disabilities, and people searching for second careers. Recruiters use CD's providing prospective employees comprehensive information on SSA and its employment opportunities.

Tracking Success with Performance Measures

SSA is evaluating the success of recruitment initiatives by tracking the number of employees hired in each of the categories specified in the workforce analysis. SSA's FY03 Annual Performance Plan indicates that recruitment success will be assessed by the following performance indicators: increasing the retention rate of new hires and implementing recruitment initiatives by the target dates specified in the Future Workforce Plan. SSA recently conducted a New Hires Study to compare the experiences of employees who stayed and those who left within their first few years of employment. Since the majority of employees prematurely leaving SSA indicated that their jobs were not a good fit, human resources personnel are in the process of reevaluating recruitment initiatives to ensure better screening of applicants.



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