

Recruiting a Department of the Army Civilian Workforce

Chris Ayoub



May 2024

**PUBLISHED BY
DAU**

Table of Contents

Table of Contents.....	ii
List of Figures	iv
List of Tables	v
Abstract.....	vi
Chapter 1 – Introduction	1
Background.....	1
Problem Statement.....	3
Purpose of This Study	3
Significance of This Research	3
Overview of the Research Methodology.....	4
Research Questions	4
Objectives and Outcomes.....	5
Limitations.....	6
Summary.....	6
Chapter 2 – Literature Review	7
Introduction.....	7
Literature Review	8
Conclusion.....	18
Chapter 3 – Research Methodology.....	21
Introduction.....	21
Research Questions	21
Research Design	22

Data Collection.....	22
Bias and Error.....	23
Validity of the Research.....	24
Reliability of the Data.....	25
Summary.....	25
Chapter 4 – Findings.....	26
Introduction.....	26
Collected Data.....	30
Analysis.....	48
Summary.....	49
Chapter 5 – Interpretation.....	51
Introduction.....	51
Conclusions.....	51
Recommendations.....	52
Limitations of the Study.....	56
Summary.....	56
References.....	58
Glossary of Acronyms and Terms.....	68
Appendix A – Memo for DBB; ToR – Building a Civilian Talent Pipeline.....	69
Appendix B – DBB; Building a Civilian Talent Pipeline Recommendations.....	71
Appendix C – Crosswalk to Key Federal and DoD Goals, Objectives, Strategies, and DBB.....	78
Appendix D – Author Biography/Note.....	80

List of Figures

Figure 1 – U.S. Life Expectancy over Time; 1950-2023.....	7
Figure 2 – 2020 US Workforce Composition.....	8
Figure 3 – Federal High-Risk and DoD/Army Mission-Critical Civilian Occupations.....	10
Figure 4 – 2025 Projected Workforce Composition by Generation.....	18
Figure 5 – Generational Differences in the Workplace.....	27
Figure 6 – 2023 Workforce Composition by Generation.....	28
Figure 7 – 2025 and 2030 Projected Workforce Composition by Generation.....	28
Figure 8 – Workplace Total Rewards.....	29
Figure 9 – Employee Value Proposition by Generation.....	31
Figure 10 – DA Civilian Workforce 1980-2013.....	32
Figure 11 – Federal Employee Viewpoint Survey 2011-2015; Q21 Response.....	38
Figure 12 – Awareness of and Misperceptions About Army Civilian Jobs.....	40
Figure 13 – Concerns About Working in Army Civilian Jobs	40
Figure 14 – How Workers Want Remote and Hybrid Work to Evolve.....	47

List of Tables

Table 1 – Literature Review Search Terms.....23

Abstract

Department of the Army Civilian Workforces are typically understaffed and stretched, adding significant risk to the Army's 2030 and 2040 objectives. Adding to the risk, the general public is not aware that there is a civilian workforce that aids the Total Army in its mission. Continuing the theme of risk, an aging workforce, lack of branding, managing a multigenerational workforce, pay gaps versus private industry partners, hiring timelines, a complex employment website, and various other factors makes recruiting a Department of the Army Civilian Workforce a challenge; one which is "decades behind (the) private sector in recruiting talent for civilian jobs". The purpose of this qualitative descriptive case study is to understand the efficacy of how the Department of the Army recruits a Civilian Workforce by gaining insight into how our defense industry partners recruit their workforces. The goal is for this study to highlight challenges facing organization leaders attempting to recruit world class talent in a timely manner and make macro and micro level recommendations to overcome the identified challenges. There are great examples in the world of collegiate athletics and the defense industry to emulate to successfully recruit a Department of the Army Civilian Workforce charged with aiding the Total Army's mission, "to deploy, fight and win our nation's wars by providing ready, prompt and sustained land dominance by Army forces across the full spectrum of conflict as part of the joint force."

Chapter 1 – Introduction

This research paper will explore multiple questions to ultimately provide recommendations to Army Senior Leaders on the topic of recruiting a Department of the Army (DA) Civilian Workforce. This chapter, the Introduction, will focus on providing the groundwork for this research paper via the following subsections: background, problem statement, purpose of the study, data significance, research methodology, research questions, expected objectives and outcomes, and limitations.

Background

The Society for Human Resource Management (SHRM, n.d.) defines recruiting as, “All aspects of hiring new individuals to work for a company. It includes attracting, identifying and engaging candidates; ensuring qualifications and assessing background information; interviewing and selecting a quality candidate for hire; and making a job offer. Onboarding a new employee is often considered part of the recruiting process as well”. One of the most often used phrases in recruiting in successful organizations worldwide is, “Recruiting is the lifeblood...” (Brady, 2015, Chizik, 2017, GAMA, 2015, USAREC Public Affairs, 2019). This phrase is used by just about any Human Resource Professional/Hiring Manager in the corporate world, intercollegiate coaches across every sport in the National Collegiate Athletic Association, philanthropic organizations, and United States Army Senior Leaders. There are numerous reasons why this expression is so commonly used by organizational leaders. Chizik (2017) continues, “Recruiting is the single most important thing a coach does in football. Simply put, it’s the single most important thing a business owner or manager does, too.”

People are essential to everything any organization does. The 40th Chief of Staff of the Army, Gen. James McConville stated, "Just remember two things - people first and winning

matters. "We win through our people." (USAREC Public Affairs, 2019). Recruiting allows for friendly competition, depth building allowing time for professional growth, and succession planning within an organization. It also allows the organization to grow and remain viable into the future by continually adding a fresh perspective and other valuable attributes. Recruiting is a 365 day per year responsibility of everyone in the organization. Onboarding the proper personnel can lead to great team/organizational successes but onboarding the incorrect personnel can be detrimental to the team's/organization's chemistry. Ensuring the proper personnel are in the correct positions is central to any organization's success. An Apollo Technical (2023) study stated that the cost of recruiting the incorrect employee has both tangible (up to 30% of the employee's first year salary) and intangible costs (lost productivity, decreased teamwork, lost time supervising a bad hire, and various other impacts) to an organization.

The United States Army is currently facing challenges not only in recruiting soldiers, but also in recruiting a civilian workforce. This is especially true in some hard to fill career fields such as Management Analysts (0301), Program Managers (0340), Civil Engineers (0810), Electronics Engineers (0855), Contracting Specialists (1102), and Information Technology (IT) Managers (2210) (Orvis, Markel, Engberg, 2022) where the DA faces steep competition from industry partners for elite talent. These recruiting challenges present a risk in having a fully resourced Army and civilian workforce to support critical programs. The Army's generational hiring philosophies, constrained budgets, civilian compensation packages, onboarding timelines and other critical recruiting components, often leave the DA's Civilian Workforce short staffed. This adds to the risk level associated with programs, leads to burn out of the current staff, and negatively impacts the organization's chemistry/morale. This research paper will explore various

aspects that impact recruiting to include multi-generational communication preferences and motivators and explore the impacts the COVID-19 Pandemic may have had on recruitment.

Problem Statement

The general problem is understanding how to recruit a Department of the Army Civilian Workforce. DA Civilian Workforce Organizations are understaffed to accomplish the missions they are funded to perform. This results in programs being delayed, impacting the soldier not receiving a promised capability (equipment, training, logistics products, etc.) in the expected timeframe, leading to a narrowing battlefield advantage against near peers.

Purpose of This Study

The purpose of this qualitative descriptive case study is to understand the efficacy of how the DA recruits a fully resourced civilian workforce by gaining insight into how our industry partners recruit their workforces. The goal is for this study to highlight challenges facing organization leaders attempting to recruit world class talent in a timely manner while working within the various constraints placed on them (primarily financial). The data found in conducting the research will aid in the development of recommendations to organizational leaders to bridge the resourcing gap and develop long term organizational recruitment plans.

Significance of This Research

The research in this paper serves as one (1) data point of many to aid Army Leaders to determine the best way to recruit a DA Civilian Workforce. With financial constraints, program prioritizations, challenges recruiting specific career fields, and the competition for human resources against industry, recruiting a DA Civilian Workforce cannot be accomplished by one (1) centralized organization. This paper explores various data sets to answer the three (3) primary research questions so that a recommendation can be made to Army Senior Leaders on how to

solve the challenges facing the recruitment of a DA Civilian Workforce. As a result of the extensive challenges and priorities currently facing Army Senior Leaders, the significance of this research may not be known for some time at the macro (DA) level.

Overview of the Research Methodology

To best address the research topic, the data set will be limited to the DA vice the Department of Defense (DoD) and concentrated on the civilian workforce vice including the combination of the Active Duty, National Guard, and Reserve Component. Research will be conducted utilizing various tools within the Defense Acquisition University (DAU) Library, Google Scholar, the Lawrence Technological University Library and a multitude of internet search engines. Various dissertations, theses, case studies, academic journals, and online articles/publications (full breakdown found in Chapter Three) will be reviewed to identify pertinent nonbiased qualitative data to the research questions listed in the below subsection to support the various findings included in Chapter Four (4) of this paper. A full listing of the countless research resources to support the recommendations can be found in the “References” section after Chapter Five (5) of this research paper.

Research Questions

The following questions serve as the basis for the research being conducted in support of the topic, “Recruiting a Department of the Army Civilian Workforce”:

- Why has the Department of the Army Civilian Workforce historically hired personnel in waves?
- How have industry partner workforces been recruited successfully?
- How do the recruiting methods utilized by the Department of the Army compare with that of our industry partners?

Objectives and Outcomes

The overall objectives of this research are to identify supportable data sets to the research questions posed above to afford the researcher the opportunity to make recommendations to the Picatinny Arsenal Community (Joint Program Executive Office Armaments and Ammunition (JPEO A&A) and the Combat Capabilities Development Command Armaments Center (CCDCAC)) to aid in the recruitment of a civilian workforce. It is expected that data will support various initiatives undertaken by the Army in the various recruiting phases stated in the definition found in the background of this paper; yet there continue to be resourcing challenges. This paper will aim to identify the various phases of the recruiting process where those critical challenges exist for the Army Civilian Workforce and recommend a solution set to turn those threats into opportunities. It is expected the research will show the successful methods utilized by our defense industry partners to ensure they have a constant pipeline for recruiting new talent. The last portion of the research will be to understand how the Army can learn from our defense industry partners to best emulate their successfully implemented recruiting strategies while being cognizant of potential constraints placed on the Army.

These research questions, along with various lower-level questions (how many potential recruits are aware the Army has a civilian workforce, primary motivators of personnel entering the defense industry and onboarding times), will allow the researcher to make actionable recommendations to ensure there is a steady stream of qualified recruits to fill critical civilian workforce positions at Picatinny Arsenal. If successful, the long-term goal would be to expand the recommendations to parent organizations, and subsequently the Department of the Army level for further recommendation implementation.

Limitations

Various limitations are placed on the depth and breadth of the research being conducted in support of answering how a Department of the Army Civilian Workforce is recruited. This strategic research paper is being produced as just one major deliverable of the ten (10) month Senior Service College Fellowship (SSCF) Program and thus research must be conducted within approximately four (4) months of program commencement further constraining the time limitations. As a component of the SSCF Program, each team member is responsible for producing their own research paper without any financial resources limiting the potential for any personnel resources to aid with the research. All data contained in this research paper must be Distribution A, "Approved for public release. Distribution is unlimited." Due to time limitations, all cited sources must have already been through operations security review, indirectly placing another limitation, an inability to conduct interviews/surveys, on the research being conducted.

Summary

In summary, this chapter introduced the research topic via the following subsections: background, problem statement, purpose of the study, data significance, research methodology, research questions, objectives and outcomes, and limitations the researcher will face. This chapter served as the introduction for the remainder of the research paper which will aim to accomplish the following: identify the research completed to date, state the research methodology, provide the findings of the data, and interpret the data to provide the researcher an opportunity to make recommendations to Army Senior Leaders on how to recruit a Department of the Army Civilian Workforce.

Chapter 2 – Literature Review

Introduction

As time has progressed, both the average lifespan (Macrotrends, 2023) and retirement age (Garber, 2023) in the United States have continued to grow (see Figure 1). This results in the general population having to work longer thus increasing the likelihood that there are always

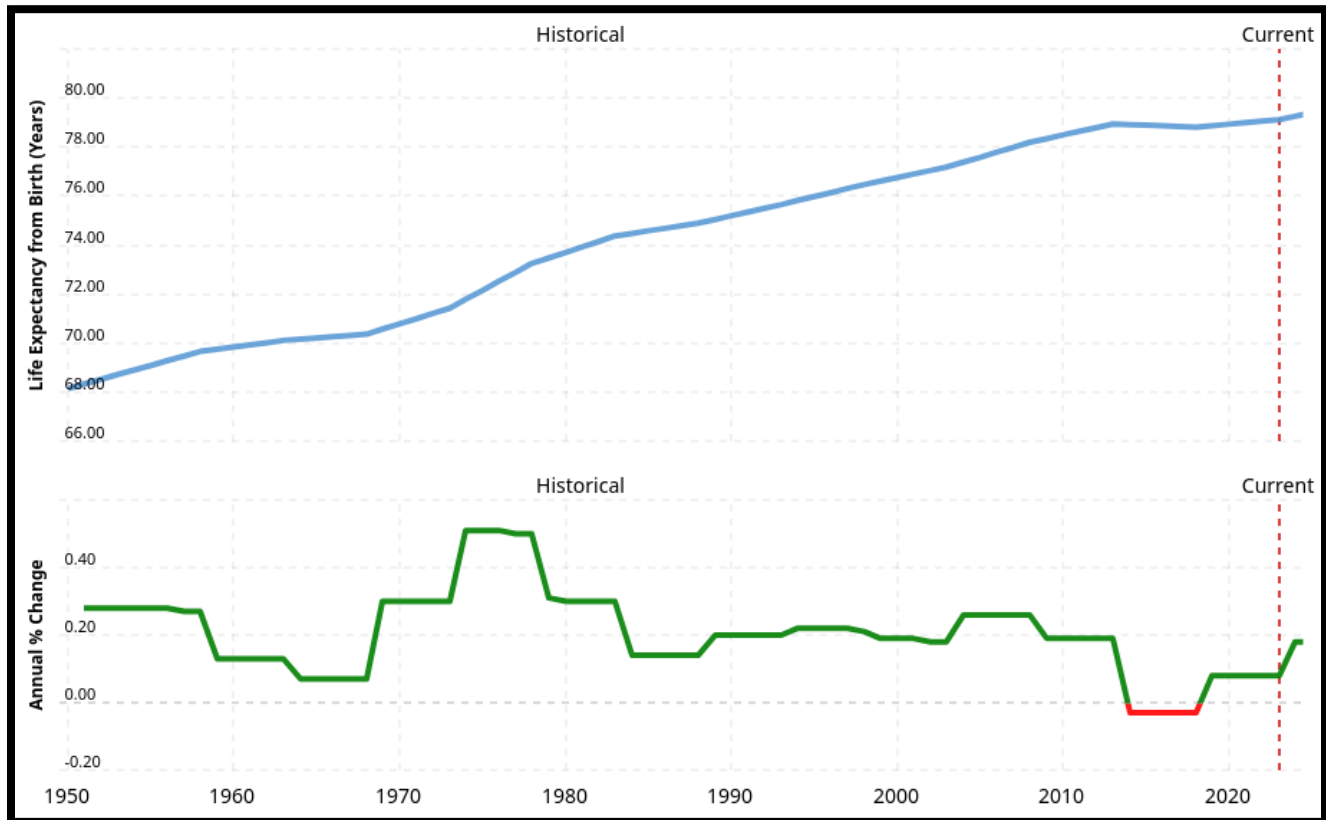


Figure 1. U.S. Life Expectancy over Time; 1950-2023

(Source: Macro Trends, 2023)

four (4) or more generations that compose the active workforce. There are currently five (5) generations in the United States Workforce for the first time in history (Rampton, 2017) with the composition as shown in Figure 2. This is very important when considering the research to be undertaken by the author as each generation has very distinct workplace motivators that impact the methods required to recruit and retain a Department of the Army Civilian Workforce.

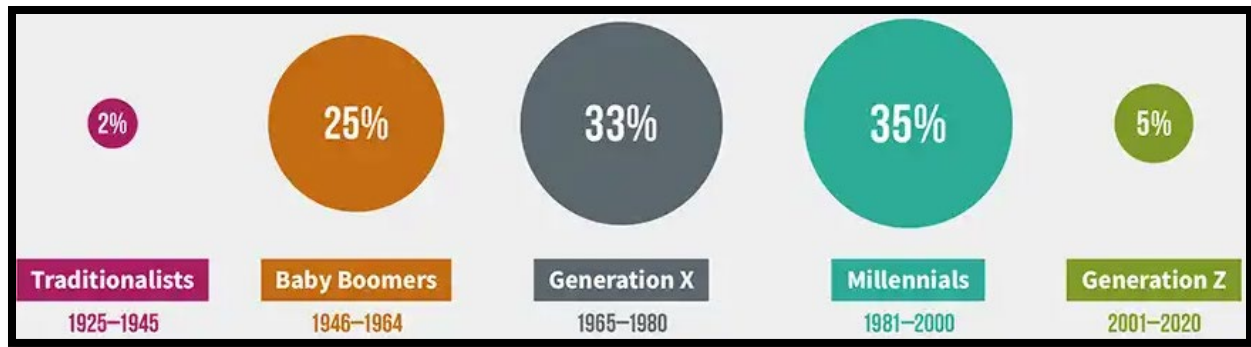


Figure 2. 2020 US Workforce Composition

(Source: Purdue Global, 2020)

This chapter will focus on the historical research that has been conducted in recruiting a Department of the Army Civilian Workforce. The intent of this chapter is to identify dissertations, theses, and studies conducted within the last ten (10) years to ensure its relevancy and understand if/how the COVID-19 Pandemic may have impacted recruitment by the Department of the Army versus that of our defense industry partners. The key research items will be grouped to determine the level to which each of the intended research questions have been studied to date, identify any gaps, and determine a way forward for the research which will be documented in Chapter four (4) of this paper.

Literature Review

Why has the Department of the Army Civilian Workforce historically hired personnel in waves?

How have industry partner workforces been recruited successfully?

Bennett (2020) conducted a quantitative study to examine a sample of federal workforce millennials to understand whether work motivations affect turnover. Millennials compose the largest percentage of the United States Labor Force and concerns over retaining millennials is paramount. Millennials have been identified to have a different value set from their Baby

Boomer and Generation X predecessors, and thus this study sought to identify what motivates millennials in the workforce. Data from the 2016 Federal Employment Viewpoint Survey (FEVS) of 384 federal workforce millennials was studied and found to show that both intrinsic and extrinsic rewards (total rewards) were related to millennial retention challenges. The strengths of the study include federal workforce applicability, but the limited sample size from the 2016 survey does not represent the specific group (DA) and phase (recruitment) being researched.

Francis (2019) conducted a systematic review of existing resources to recommend recruitment methods to federal human resource managers for recruiting Generation Y also known as Millennials. The research illustrates that Millennials have a vastly distinct employment value set compared to preceding generations currently in the workforce. Federal Human Resource Managers are challenged to pivot to social media platforms to engage prospective Millennial workforce members. This study found that several existing recruitment incentives are proving to be successful and should be retained. Conducting a systematic review, similar to the research being performed for this research paper, is one of the largest weaknesses of this resource. Additional weaknesses include the generalization of the Government vice the specificity of the Department of the Army and the focus on just Generation Y and not also Generation Z, the youngest generation in the workforce today.

Orvis (2022), of the RAND Corporation, produced a report that consisted of both qualitative and quantitative analysis utilizing questionnaires and surveys from two projects in support of the Department of the Army. The population studied consisted of professionals currently employed as Civil Engineers, Electronics Engineers, Contracting Specialists, and IT Managers, under the age of 66, and not employed by the Department of Defense, and college

upperclassmen/graduate students who were interested in pursuing a career in one of these career fields. The purpose of the two projects were to identify current practices and potential changes needed to market, recruit, hire, and retain Department of the Army civilians in critical career fields and to identify current and projected shortfalls and setting specific marketing objectives, goals, and strategies. The report listed various major findings, recommendations, and conclusions which included the need to better market the civilian workforce as only a minimal population is aware of the Department of the Army Civilian Workforce. The research conducted in support of the report was specific to a subset of the Army's Mission Critical Career Fields (Figure 3 below) and not all-inclusive. This report is foundational for the research in this paper.

Federal High-Risk	DoD/Army Mission-Critical	Army Mission-Critical		
<ul style="list-style-type: none">• 0110—Economist• 0201—Personnel Management• 0511—Auditing• 0840—Nuclear Engineer• 0855—Electronics Engineer• 1102—Contracting• 2210—Information Technology Management	<ul style="list-style-type: none">• 0017—Explosive Safety Specialist• 0018—Safety and Occupational Health Management• 0080—Security Administration• 0081—Fire Protection and Prevention• 0130—Foreign Affairs• 0132—Intelligence• 0180—Psychology• 0185—Social Work• 0301—Miscellaneous Administration and Programming• 0340—Program Management• 0343—Management Analysis• 0346—Logistics Management• 0501—Financial Administration and Programming• 0510—Accounting• 0560—Budget Analysis	<ul style="list-style-type: none">• 0602—Medical Officer• 0610—Nurse• 0660—Pharmacist• 0801—General Engineer• 0854—Computer Engineer• 1101—General Business and Industry• 1550—Computer Scientist• 1670—Equipment Specialist• 1811—Criminal Investigating• 1910—Quality Assurance• 2001—General Supply• 2003—Support Program Management• 2010—Inventory Management• 2101—Transportation Specialist• 2130—Traffic Management• 2150—Transportation Operations	<ul style="list-style-type: none">• 0028—Environmental Protection Specialist• 0083—Police• 0085—Security Guard• 0101—Social Science• 0131—International Relations• 0260—Equal Employment Opportunity• 0391—Communications Management• 0401—General Natural Resources Management and Biological Sciences• 0505—Financial Management• 0601—General Health Science• 0603—Physician Assistant• 0620—Practical Nurse• 0621—Nursing Assistant• 0633—Physical Therapist• 0640—Health Aid and Technician• 0642—Nuclear Medicine Technician• 0647—Diagnostic Radiologic Technologist• 0671—Health Systems Specialist• 0681—Dental Assistant• 0682—Dental Hygiene	<ul style="list-style-type: none">• 0802—Engineering• 0809—Construction Control• 0810—Civil Engineering• 0819—Environmental Engineering• 0830—Mechanical Engineering• 0850—Electrical Engineering• 0861—Aerospace Engineering• 0893—Chemical Engineering• 0905—General Attorney• 0950—Paralegal Specialist• 1035—Public Affairs Specialist• 1040—Language Specialist• 1173—Housing Management• 1301—General Physical Sciences• 1320—Chemistry• 1515—Operations Research• 1520—Mathematics• 1701—General Education and Training• 1712—Training Instruction• 1740—Education Services• 1801—General Inspection, Investigation, Enforcement, and Compliance• 2152—Air Traffic Control

SOURCE: Headquarters, Department of the Army, Assistant G-1 (Civilian Personnel).

Figure 3: Federal High-Risk and DoD/Army Mission-Critical Civilian Occupations

(Source: Orvis, 2022)

The United States Army (2019) issued their Army People Strategy (APS; 2020-2028) which outlines various actions to be taken in support of the manpower line of effort prioritized in the 2018 Army Strategy. Recruiting and retention, talent management, and the Army Structure were three (3) critical areas in the Army Strategy that the APS expanded on. In this document, the primary line of effort, “Acquire Talent”, is broken into three (3) areas: market, recruit, and onboard to provide a framework to create a robust pipeline to the various components making up the Army. While these documents are not profound with research data, they provide the high-level guidance for the APS Civilian Implementation Plan (CIP) described below.

The most recent APS CIP highlights how being an employee in the Department of the Army Civilian Workforce is a “unique, rewarding way to serve the nation across many different occupations and geographic areas” (United States Army, 2022). The CIP describes the role of the civilian workforce as an essential component of the Army team committed to selfless service of the United States. The CIP presents five (5) strategic priorities and four (4) lines of effort, one (1) of which, “Acquire Talent”, is applicable to the research being conducted in this research paper. The CIP includes a series of tasks for each of the lines of effort that includes the Army’s Lead Integrator, intended outcome, and projected end date. The data collated in the CIP comes from various sources to be further explored in Chapter four (4) of this research paper. Strengths include specific recommendations for lead agencies, a crosswalk, (see Appendix C) of the various tasks to the key Federal and Department of Defense Goals, Objectives, Strategies, and Defense Business Board (DBB) Recommendations, and specific focus on the Department of the Army Civilian Workforce being researched further in this paper. This report’s primary weakness is that it does not directly answer all the key research questions.

Latimore (2014) utilized findings from an online quantitative (survey) study and subjected them to statistical analysis followed by a round of qualitative study utilizing participants from one (1) Department of the Army Command with subject matter expertise in the talent acquisition/talent management area. The Department of the Army Acquisition Workforce was studied to investigate the recruitment, talent management, and retention efforts and how those efforts offset personnel shortages. The results showed that there were various explanations for the shortage in the Acquisition Workforce including: a demanding workload, deficiencies in leadership, poor/minimal training opportunities, and policies. Recommendations for DoD Leaders were produced regarding various recruiting, training, and development strategies. There are various strengths in this research, but the research and its findings are now nearly 10 years old and occurred prior to the revised, “Back to Basics” program, an initiative that significantly streamlines the certification framework and re-focuses training resources for the Defense Acquisition Workforce. The subset of the Defense Acquisition Workforce may not represent all career fields within the Department of the Army and thus further research is required to determine direct applicability to this strategic research paper.

Agard (2016) conducted a study to understand how strategies and techniques affect the hiring of veterans. Often the transition from military service to civilian employment is a significant challenge for veterans. The purpose of this single case study was to work with eight (8) hiring managers at a medium sized business in the New York Region to determine the hiring decision-making practices they utilized and how that would impact hiring veterans. The skillset obtained by career military personnel is similar to those in key civilian workforce leadership positions which may allow for a seamless fit for veterans and hiring managers. The small subset

of the region and specific company do not lead to foundational research for this senior research paper, but some of the anecdotal findings can be utilized to support recommendations.

The United States Army has had various challenges the last several years in recruiting an all-volunteer force. Brim (2020) studied how the Army has been successful in recruiting personnel to achieve enlistment objectives since 1973 when the transition from a conscription to all volunteer force commenced. Brim's research was concentrated on the evolution from conscription to the all-volunteer force, current Army recruiting strategies, current recruiting challenges today and in the future, and the methods by which an all-volunteer force will be sustained into the future. This research utilized the case study method with the goal of making recommendations from a doctrine, organizational, leadership and training, and personnel perspective. The study concluded that there are successful strategies currently being used by the recruiting force, but these strategies will not sustain the recruiting demands of the U.S Army forces in the future. Similar to some of the other theses identified in this chapter, the direct applicability to recruiting a civilian workforce is a weakness, but not one that is greatly significant as there are many correlations between personal motivators and personnel recruitment.

Persaud (2023) further examined the challenges the United States Army Recruiting Command has had in continuing to recruit an all-volunteer force for the U.S. Army with the specific challenge in recruiting Generation Z. The purpose of this descriptive qualitative case study was to understand the impacts of social media and e-recruiting websites to positively impact Generation Z personnel recruitment into the U.S. Army. This study of 22 participants recruited through Facebook, employed a questionnaire that collected qualitative and quantitative responses to answer the qualitative research questions. This study's findings were consistent with

previous research conducted (social media is a key recruitment factor) and made recommendations to interview individuals that eventually enlist to aid in all Department of Defense recruiting efforts. While concentrated on the challenges facing the enlisted Army, there are several recruit methods identified in this study that can be leveraged by the Department of the Army to recruit the youngest generation in the workforce, Generation Z. The study conducted was limited to a small resource pool that may not be fully indicative of the Generation Z population that the civilian workforce is seeking to recruit.

Dobson (2016) explored the impacts of sequestration, hiring restrictions, and an aging workforce on the talent management efficacy of the Department of Defense's Civilian Workforce. The qualitative research explored the impact of civilian workforce talent management on the awareness gained Department of Defense Organizations from the 2011-2015 FEVS period and examined plausible change barriers. The population studied was a subset of subject matter experts who responded to the FEVS throughout the 2011-2015 period. These experts were then interviewed using an extensive question set that resulted in multiple themes. The most common of those themes applicable to the strategic research paper is that less than 50% of respondents to each of the 2011-2015 FEVS felt that their work unit was able to recruit people with the right skills. This statistic is extremely alarming and will be further explored in Chapter Four (4). Study weaknesses include a limited sample size post FEVS evaluation, the sample being across the Department of the Defense and not specific to just the Army, and the study focusing on talent management not recruitment/talent acquisition.

Talent acquisition and talent management challenges are abundant in the federal government workforce. Rains (2011) aimed to study why that may be by posing four (4) research questions centered around job satisfaction levels and the intrinsic/extrinsic factors available to

the federal workforce. This quantitative study utilized a cross-sectional survey methodology with 500 surveys administered and 231 collected to identify several job-related factors. In the main, the study found that most employees are generally satisfied and that there was not much of a difference between intrinsic and extrinsic factors with respect to overall job satisfaction. The study recommended that further research be conducted to help identify the factors challenging the Office of Personnel Management and various service human resource organizations. Study weaknesses with respect to the research to be conducted by the author include the limited sample size, timing of the previous study, and general population of all federal government employees. This study does provide a history of federal workforce satisfaction levels which can be further explored to determine if/to what extent intrinsic/extrinsic factors have had over the last twelve (12) years.

Hanrahan (2011) conducted a qualitative single case study utilizing 20 Generation Y students at The Ohio State University to explore millennial perceptions toward federal work and perceived reasons for why they may not be interested in federal service. The purpose of the study was to offer insight into how the U.S. federal government might attract the next generation of its workforce. The research provided data resulting in identification of a vast number of potential Generation Y career motivators and recommendations which the federal government should exploit to better recruit Generation Y. This data will allow the author of this research paper to explore if any of the recommendations were followed through on, and if they were, what the recommendation efficacy has been. As Generation Y or millennials compose the largest generation in the workforce, it is critical for the DA to have the recruiting edge. In Chapter Four (4) the author will explore the motivators for each of the generations currently compromising the

global workforce. In support of the author's research, the limited sample size of 20 Ohio State students and the timeframe of the research are major weaknesses.

Over the last decade plus, the defense industry has had challenges filling critical scientific, technical, and management positions. Holland (2011) conducted a qualitative, inductive study aimed at online recruiting information posted to the websites of five (5) major aerospace and defense partners to recruit college upperclassmen and recent graduates. The purpose of the study was to: 1. Determine the use of multiple recruitment factors for successful recruitment of college graduates, 2. Determine the efficacy of social media in recruiting this population, and 3. Explore similarities among the five (5) defense partners to determine if a model for online recruitment now exists. The study concluded that the assessed population did not use social networking technology to the extent their target population (soon to be and recent college graduates) utilize social networking. While this study was conducted more than half a generation ago, it will be important to understand the extent to which talent acquisition has evolved with respect to social networking since this study was published. The study only researched five (5) defense partners, but due to their breadth and depth, may be indicative of the entire industry.

Freeman (2017) set out to conduct a qualitative study of 13 US Capital Region Defense Industry Leaders' perceptions of a multigenerational workforce and to find out how they lead a multigenerational workforce. The research concluded that these leaders thought highly of the potential of a multigenerational workforce but didn't understand generational differences (values, perceptions, expectations, etc.). The study also concluded that understanding communication method preferences by generation is key to communication. The final, and most troubling finding was that this subset of leaders did not know how to best utilize the power the

complimentary multigenerational workforce can bring. Due to the timeframe in which this research was conducted, it did not include a study of Generation Z as they had not yet come into the professional workforce. The limited population and geographical region of this study limit the potential applicability the author of this strategic research paper is exploring.

How do the recruiting methods utilized by the Department of the Army compare with that of our industry partners?

The Defense Business Board completed an independent report examining various aspects of the recruiting/talent acquisition process from public and private sector perspectives (Defense Business Board, 2023). In August 2022, The Deputy Secretary of Defense, HON Kathleen H. Hicks, directed the Defense Business Board to submit an independent report (Hicks, 2022) per the Terms of Reference (ToR) in Appendix A. The ToR listed the scope of the requisite Defense Business Board's Subcommittee's research, interviews, and analysis to provide recommendations to the Department of Defense and build a relationship with the general U.S. population. The Subcommittee subsequently conducted seven (7) months of research and gathered data utilizing various methods (interviews, surveys, and a comprehensive literature review) to validate their initial assumption set. The Subcommittee analyzed the data collected from more than 20 organizations and individuals across the public and private sectors (including various senior government officials and their private sector counterparts) as well as government agencies. The report identified various career fields that have and will continue to be challenging to fill including the traditionally difficult Science, Technology, Engineering and Math (STEM) fields, but also logistics and financial management positions due to all Baby Boomers being retirement eligible by 2030 (Cabcollector.com, 2022). The report provided various recommendations (full listing in Appendix B) for implementation including: 1. Formalize a

Civilian Recruiting Function, 2. Establish a Defense Civilian Service Brand, 3. Build Civilian Talent Pipelines, 4. Institute Metric Recommendations, 5. Remove Legal, Policy, and Organizational Challenges. The research conducted by the Defense Business Board is foundational to the research and recommendations that this research paper is expected to build upon as the Department of the Army continues the “war for talent” (Chambers, 1998) required for its Civilian Workforce. The report provides great insights which will be further explored in Chapter Four (4). The Defense Business Board Report also includes weaknesses in support of the research being conducted in this research paper as topics are broader than just the Department of the Army and do not include all phases of the recruiting process to include onboarding.

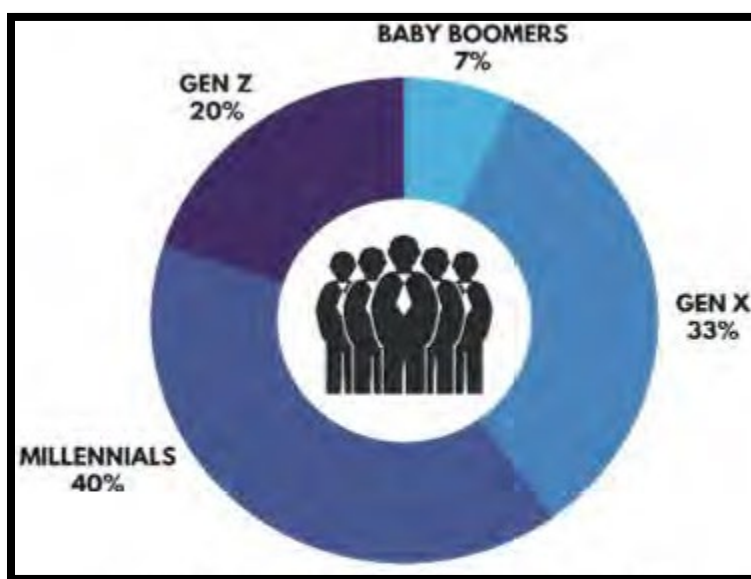


Figure 4. 2025 Projected Workforce Composition by Generation

(Source: Defense Business Board, 2023)

Conclusion

Recruiting is a topic that has been formally studied for several decades as its applicability crosses all aspects of life from which pre-school a parent may send their kids to through those parents' years as members of the professional workforce. With over 250k search results the topic

has been very well studied from both a breadth and depth perspective. Due to the various generations in the workforce today, the need to continually explore generational differences and preferences is critical. The most applicable of these to the author's research are clearly identifying the vast set of professional motivators for each generation. The purpose of this research paper, identified in Chapter One (1), is to understand the efficacy of how the Department of the Army recruits a fully resourced Civilian Workforce. In order to achieve this, the Department of the Army must be able to actively recruit the various generations currently in the workforce in order to benefit from the complimentary skillset the multigenerational workforce can add.

While the topic of "recruiting" has been studied very well, recruiting a Department of the Army Civilian Workforce has not been studied anywhere near enough. From the literature review, it appears that our defense industry partners have studied recruiting very well and developed targeted plans to recruit specific generations and critical functional areas that have proven to be very challenging. The author was not able to find any significant research that detailed out Department of the Army research in this area other than recent RAND and Defense Business Board studies that have recently been commissioned. The Department of the Army has a significant challenge ahead for the active-duty component, Army Reserve, Army National Guard, and Civilian Workforce.

The literature review conducted showed that of the three (3) proposed research questions in Chapter One (1), only one of those, "How have industry partner workforces been recruited successfully?", has been studied thoroughly. The third research question, "How do the recruiting methods utilized by the Department of the Army compare with that of our industry partners?", has some thorough research that was recently published, which will aid in fully answering the

question in Chapter Four (4). The first research question, “Why has the Department of the Army Civilian Workforce historically hired personnel in waves?”, has proven to be the most challenging question to find any literature against. At a micro level, the author has seen that hiring in waves is a significant challenge, but whether this is a macro problem or not is still to be determined. In addition to utilizing the traditional research means previously stated, the author sought alternate means by which to obtain hiring data. As hiring data is not publicly releasable, a Freedom of Information Act Request can be made to obtain the data, but the timeframe would not support the timeline associated with the senior research paper. Further research will be conducted as part of Chapter Four (4) to see if any correlations can be made between the size of the Department of the Army Civilian Workforce and any other factors.

The conclusion from this chapter is that gaps remain in this research area which validates the need for this topic to be studied further with the goal of making recommendations to senior leaders to recruit a Department of the Army Civilian Workforce.

Chapter 3 – Research Methodology

Introduction

This chapter describes the research methodology utilized in support of this study. It will address the research design, data collection, bias and error, validity of the research, and reliability of the data. The purpose of this research is to identify the root cause of the talent acquisition challenge facing the Department of the Army's Civilian Workforce. This chapter will provide insight into how Chapter Two (2) was studied, gaps in the literature review, and will help set the scene for what will be done in Chapter Four (4) of this paper. The author will detail how secondary questions in support of the primary research questions point to the need for the Army to better understand generational motivators and preferred communication methods to acquire the requisite civilian talent. The author has explored, and will continue to investigate, how other areas, primarily college athletics, have successfully recruited student athletes to determine any applicability to recruiting a professional workforce.

The general problem is understanding how to recruit a fully resourced DA Civilian Workforce. DA Civilian Workforce Organizations are often understaffed to accomplish the missions they are funded to perform. This results in programs being delayed, impacting the soldier not receiving a promised capability (equipment, training, logistics products, etc.) in the expected timeframe, leading to a narrowing battlefield advantage against near peers.

Research Questions

The following questions serve as the basis for the research being conducted in support of the topic, "Recruiting a Department of the Army Civilian Workforce":

- Why has the Department of the Army Civilian Workforce historically hired personnel in waves?

- How have industry partner workforces been recruited successfully?
- How do the recruiting methods utilized by the Department of the Army compare with that of our industry partners?

Research Design

The research conducted in support of this topic has various constraints which limit the extent to which it can be studied. This research paper is one component of the 10-month Defense Acquisition University (DAU) SSCF program which has a multitude of components to include two master's level academic courses, two (2) months of Program Manager Level Acquisition Training, and various leadership workshops and engagements. The 10-month time constraint, in addition to the vast amount of program components, doesn't allow for the topic to be thoroughly studied. Most of the research being conducted must be achieved within the first four to five (4-5) months of the program to allow for the public release process to be executed prior to graduation in May. In addition, there is no internal review board, and thus all data in support of the research questions must already be publicly releasable. The DAU SSCF program does not provide any resources (financial or human) to aid in the research being conducted by the fellows. Interviews and other forms of human data gathering are not allowable either and thus leads to the need to conduct a qualitative descriptive case study to best research the efficacy of how the Department of the Army recruits a fully resourced Civilian Workforce.

Data Collection

Various research databases such as EBSCO, ProQuest, Google Scholar, and Defense Technical Information Center were utilized to conduct thorough research in support of answering the research questions. Advanced Boolean searches resulted in obtaining data from academic studies and peer reviewed journal articles in support of the Chapter Two (2) Literature Review.

Additional search filters were applied to obtain studies that were more recently written to better account for worldwide cultural changes over time. Various research terms, and sets of research terms, were explored during the Literature Review. A listing of these terms can be found in the below table:

Recruit	Army	Department of the Army
Civilian	Defense Recruiting	Civilian Workforce
Defense	War for Talent	Multigeneration Workforce
Defence	Talent Acquisition	Department of the Army Civilian Workforce
Recruiting	Multigenerational Workforce	Department of the Army Talent Acquisition
Workforce	Defense Industry	US Defense Industry
Defense Industry Recruiting	Defense Industry Recruiting	Defense Industry Talent Acquisition
Talent	Talent Pipeline	Recruiting Pipeline
Recruiting Baby Boomers	Recruiting Generation X	Recruiting Millennials
Recruiting Generation Z	Aerospace Industry Recruiting	Aerospace Workforce
Talent War	DA Civilian Recruiting	DA Civilian Talent Acquisition

Table 1. Literature Review Search Terms

As research was being conducted, data was categorized in a cross-reference sheet by the author to determine applicability to each of the individual research questions, modern day applicability (within the last ten years), and whether the reviewed study was foundational or complimentary to the research to be conducted in Chapter Four (4).

Bias and Error

The risks and limitations outlined in Chapter One (1), and explored earlier in this chapter, were mitigated by prioritizing the Strategic Research Paper over other SSCF requirements. This afforded the author the opportunity to conduct a little more research in Chapter Two (2) to attempt to reach the data saturation point. The author has a unique experience in recruiting student athletes at the National Collegiate Athletics Association Divisions I-III Levels. Working as a Student Manager with the Rutgers Men's Basketball Team from 2005-2009, the author was exposed to recruiting student athletes at the Division I Level. One of the primary tasks of a

Student Manager was to assist the coaching staff in various recruiting activities. This experience, and relationships built during that time, offer the author an inimitable perspective on the skills required to recruit a student athlete. While not directly correlated, many of those skills can be transferred to recruiting a civilian workforce. To reduce author bias, research will be conducted to obtain the views of well-known authorities in the defense industry, college athletics, and generational theory.

Validity of the Research

The author did not encounter any foundational or secondary academic studies in response to research question one (1). The author was unable to find any research which correlated the Army Civilian Workforce being hired in waves to budgets, events, or any other items. Research question two (2) had a fair amount of literature which was reviewed but the author's research was not exhausted due to the constraints defined earlier in this chapter. Research question three (3) did not seem to have not been studied much prior to the last couple of years. The author didn't find many sources to support this research but did find a couple recent studies which will be foundational to the research to be conducted in Chapter Four (4).

As a generic topic, recruiting has a very long history and is applicable in any workplace and in athletics down to the youngest of ages. Necking that down to the research being conducted herein is a challenge, but the wider applicability does serve as a good starting point for various strategies that have been tried and proven in other sectors. The multitude of career fields in the Department of the Army is another area that can allow the scope of the research to be conducted in Chapter Four (4) to grow or contract. As the research is conducted, there may be a need to focus on specific career fields where the service is facing the most significant challenges. The research can also be expanded as wide as the Department of Defense which has

been studied more than just the Army or can be contracted to any of the Office of the United States Assistant Secretary of the Army for Acquisition, Logistics, and Technology Program Executive Program Executive Offices. The last area in which this paper can expand, or contract will be in the area of generational study. As discussed in earlier chapters, there are currently five (5) generations in today's workforce. Depending on the amount of data uncovered, this paper may focus on one (1) generation, likely Generation Z as the youngest in the workforce.

Reliability of the Data

Others conducting research on the topic of recruiting are likely to find a great number of common themes. The topic of recruiting has been studied thoroughly throughout the years and thus there is a significant amount of data available for public consumption. New themes will emerge, and the impacts of recent themes (the impacts of remote/hybrid work) will have been codified while those at the implementation forefront will benefit from it. As the topic of recruiting a DA Civilian Workforce is further studied, the need for recurring reviews will be critical. From these reviews, a more targeted set of themes will present themselves for further iteration. Other researchers constrained to publicly releasable data will find that until transformational change is implemented, the data found in conducting the research will remain static, showing the lack of efficacy in currently recruiting a DA Civilian Workforce.

Summary

This chapter defined the basis for the research methodology that was executed in support of the literature review conducted in Chapter Two (2) and projects what will be explored in Chapter Four (4). This chapter also addressed perspective biases the author will aim to minimize and the validity of the data which may lead to this paper expanding or contracting.

Chapter 4 – Findings

Introduction

This chapter will focus on the data collected and analysis conducted in answering the primary research questions. The author will commence the research with the broader Department of Defense and then to other industries where recruiting is the lifeblood of the organization/program, primarily intercollegiate athletics and lastly, the specific subset of the Department of the Army and our respective industry partners. The author will aim to synthesize the data and provide a concise set of common themes that emerged while conducting the research.

Prior to collecting meaningful data with respect to recruitment, it is imperative to understand the workforce's demographic composition and how it will evolve. As stated in previous chapters of this paper, the multigenerational workforce which is currently present is the most diverse and widest reaching to date. As a result, there are five (5) generations currently in the workforce to include a minimum percentage of Traditionalists (Silent). For the focus of recruiting, the Traditionalists and Baby Boomers will not be included in any of the research to be conducted. To better understand how to recruit the remaining generations in our workforce, we start with a general understanding of who they are which can be found in the following figure.



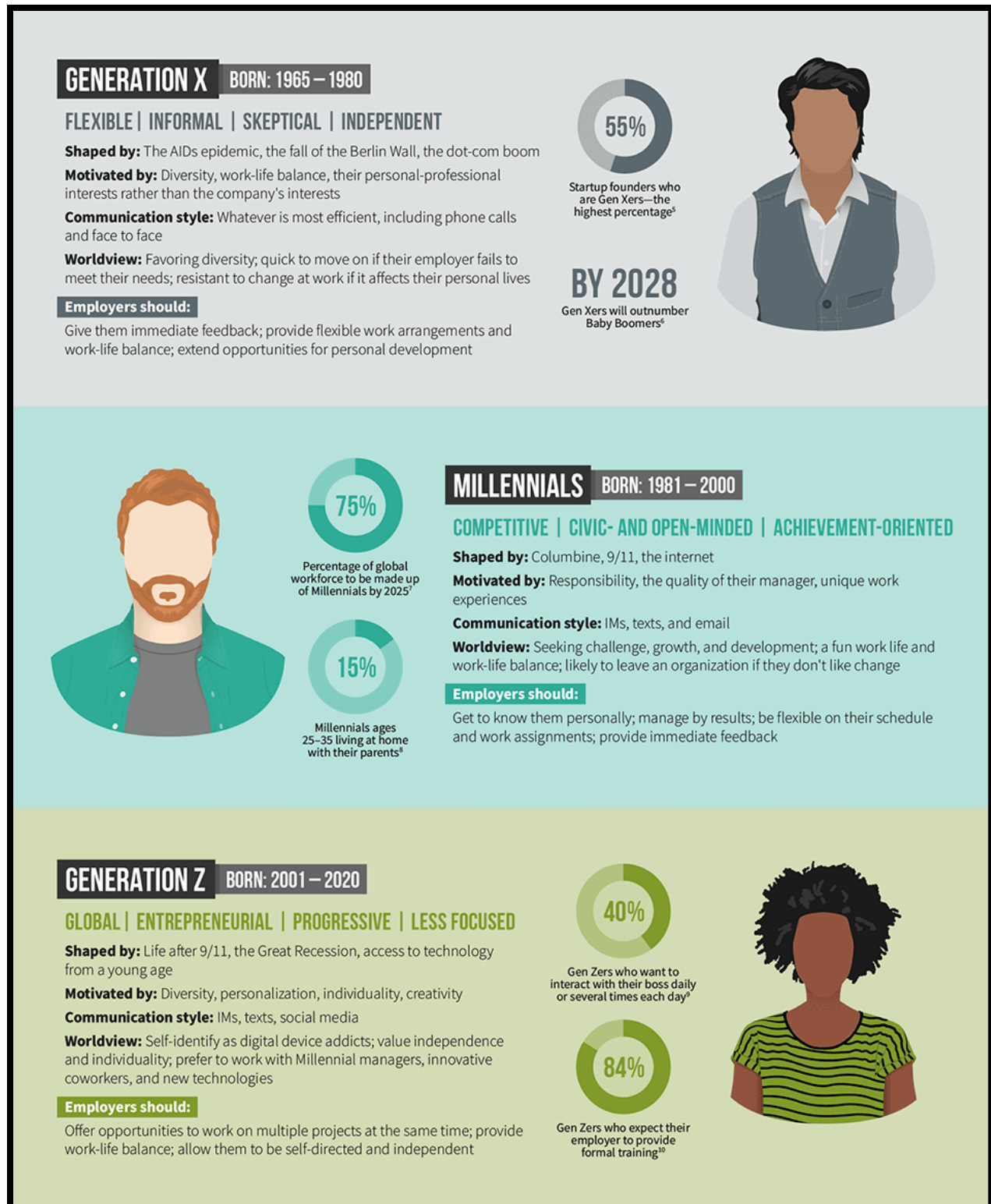


Figure 5. Generational Differences in the Workplace

(Source: Purdue Global, n.d.)

In addition to understanding each generation's motivators, communication styles, and world views, it is imperative to understand how the generational composition of the US Workforce has and will continue to evolve. Figure 2 depicted the workforce composition in 2020 as 25%, 33%, 35%, and 5% from Baby Boomers through Generation Z respectively whereas the below figures provide current and projected US Workforce Compositions by Generation.

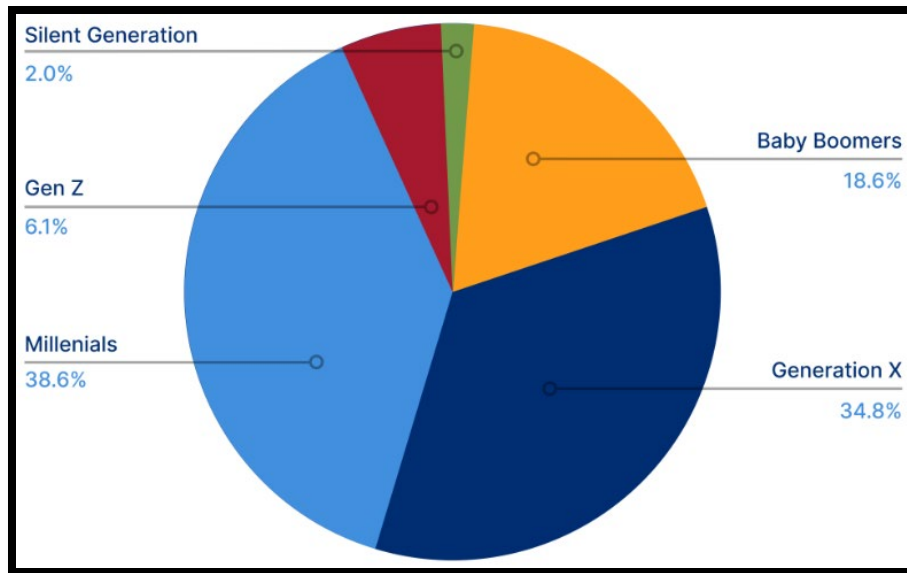


Figure 6. 2023 Workforce Composition by Generation

(Source: Kumar, 2023)

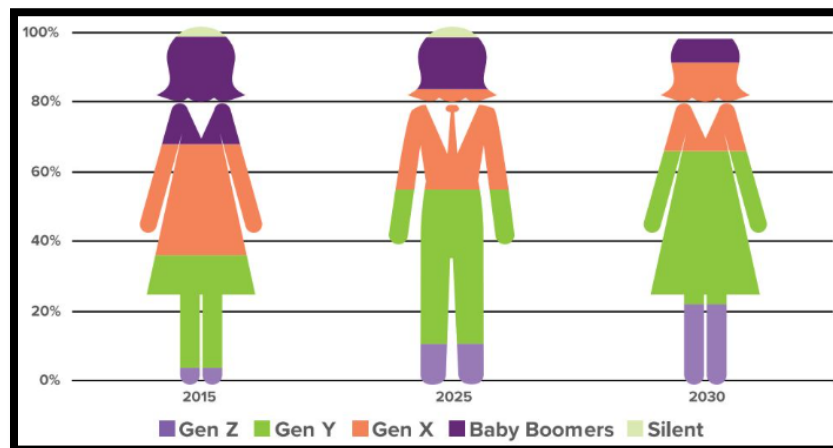


Figure 7. 2025 and 2030 Projected Workforce Composition by Generation

(Source: The Ash Group, 2023)

With the significant shift in the generational workforce composition identified, the next step is to discuss how the concept of total rewards, the combination of various intrinsic and extrinsic rewards, that prospective employees may be seeking in an employer. Rumpel and Medcof (2006) studied how Microsoft applied the total rewards concept to improve recruitment and retention. The study details various approaches that Microsoft utilized to understand what their workforce was looking for most. While the study didn't find conclusive results then, the private sector has been successful in implementing total rewards in the years since. In its report, the DBB (2023) found that the evolving DoD workforce demographics, "require new ways to compensate and motivate" and recommended that a study be conducted to "provide recommendations to improve total rewards for younger demographics, based on private industry best practices." Boucher and Flynn (2023), from the Deloitte team, reviewed total rewards and impacts that the COVID-19 Pandemic, subsequent global inflation, and the war in Ukraine have had on the workforce.



Figure 8. Workplace Total Rewards

(Source: Boucher & Flynn, 2023)

Boucher and Flynn cited a recent study (Wickham, 2023) that considered prevalent intrinsic motivators due to Millennials and the increasing Generation Z workforce population.

“Now more than ever, recognition is critical to employee satisfaction and engagement. Lack of recognition is the No. 1 reason most professionals leave their jobs. Organizations with recognition programs had 31% lower voluntary turnover and were 12 times more likely to have strong business outcomes. About half of professionals surveyed reported wanting more recognition from their immediate manager and coworkers.”

Multigenerational workplaces require varied approaches to the total rewards concept. The DA Civilian Workforce is one of these workplaces but has not yet accepted the need for embracing the varied intrinsic and extrinsic motivators required by today’s prospective workforce.

Collected Data

The Department of the Army has employed a civilian corps in support of those in uniform since nearly the Army’s inception. Today, approximately 330,000 people across the world in over 500 career fields make up the civilian workforce (Army, n.d.). This may sound like a significantly sized workforce, but when you consider the full breadth and depth of the mission, this presents a risk to the Army achieving all its 2030 and 2040 goals. Although not directly correlated, nearly 30% of federal workers will become retirement eligible in 2024 (Causey, 2021) thus adding to the Army’s risk.

Over the last several years, there has been a doomsday scenario of the workforce that has been depicted by the media. Thankfully the doomsday scenario has not yet hit, but there is significant research behind the doomsday scenario that has been depicted and there are a few reasons why. As a result of the growing digital world, workforce globalization has become a matter of fact. This represents a significant challenge to the labor market. There is a greater

supply of opportunities available to prospective employees in the US as global businesses are utilizing virtual tools to recruit talent. In addition to the added labor demand, the US labor force participation rate has steadily declined from 67% in 2000, 65% in 2010, and 62% in early 2023 with a 50 year low of 60% during the Covid-19 Pandemic (United States Bureau of Labor Statistics, 2023). These factors, and various others unassociated with this research, have led to an aging labor market over the last couple decades.




 Generation	 Desires	 Employer Opportunities
Gen Z	Flexibility, rapid career growth, recognition, work-life balance	<ul style="list-style-type: none"> • Implement flexible work arrangements, even for staff in SCIFs (e.g., 4/10 and 9/80 schedules) • Develop well-defined career pathways • Create mechanisms for formal and informal employer recognition
Millennials	Flexibility and benefits for family planning, competitive pay, career development	<ul style="list-style-type: none"> • Create mechanisms for formal and informal employer recognition • Benchmark and redesign pay scales against geography and industry • Design robust manager learning experiences • Develop well-defined career pathways
Gen X	Job security, competitive pay, robust healthcare offerings	<ul style="list-style-type: none"> • Provide visibility into business performance • Benchmark and redesign pay scales against geography and industry • Focus on well-being oriented benefits • Provide competitive retirement plans and benefits offerings
Baby Boomers	Retirement benefits, flexibility	<ul style="list-style-type: none"> • Provide competitive retirement/pension and benefits offerings • Create Alternative Work Arrangements (AWAs) where possible to enable staff to work reduced hours and retain benefits as they approach retirement • Consider “return” programs for those who left the workforce and are looking to re-engage for financial or other reasons

Figure 9. Employee Value Proposition by Generation

(Source: PwC, 2022)

In 2000, 12.5% of the workforce was over age 65, but by 2016, that population grew to 18.6%.

Unfortunately, this is not a sustainable strategy in the long term as, “The labor market is aging at

a rate current population growth cannot sustain.” (Dobbs, Koller, Ramaswamy, 2015). If those challenges were not enough, growing salary/total compensation package disparity with the private sector, the mission of the DoD not aligning with Generation Z labor motivators, and threats from near peer defense workforce investments continue to add to Army risks. With this context in place, the three (3) research questions were studied; the first on its own and the latter two concurrently with multiple emerging themes.

Research Question 1: Why has the Department of the Army Civilian Workforce historically hired personnel in waves?

During the Literature Review, the author was unable to identify any publicly releasable studies drawing correlations and thus the author inquired if there was any hiring data to begin to create hypotheses. Hiring data was not publicly releasable, and thus the author was offered the alternative to make a Freedom of Information Act Request, but the process would have taken six (6) to eight (8) months for data receipt, not supporting the research paper timeline.

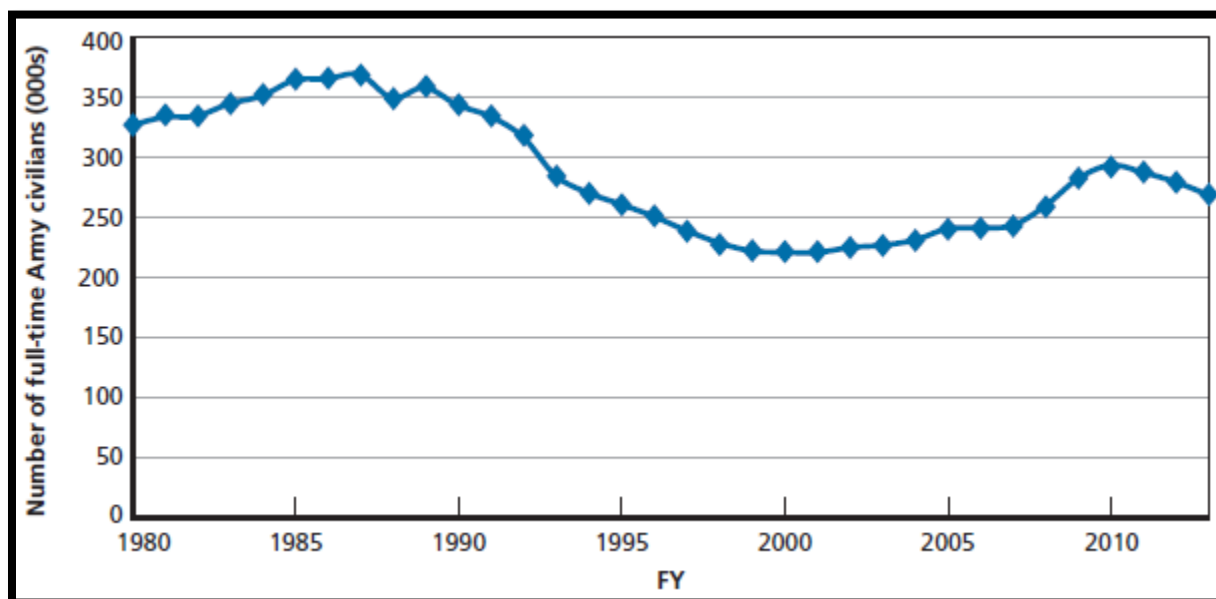


Figure 10. DA Civilian Workforce 1980-2013

(Source: Nataraj, Hanser, Camm, & Yeats, 2014)

As part of the data collection phase, the author was able to identify data on the size of the DA Civilian Workforce, but that was not correlated in any way. Over the last 40 years, the DA Civilian Workforce has fluctuated from a high of nearly 370,000 in 1987 to a low of just over 220,000 in FY2001 mirroring the broader DoD drawdown of the 1990s (Nataraj, Hanser, Camm, & Yeats, 2014). Figure 10 shows the DA Civilian Workforce population every year from 1980 through 2013. In FY17 the workforce grew to 293,364 (United States Army, 2017), before growing to 298,630 in FY21 (United States Army, 2019), and ultimately to the approximately 330,000 personnel today (United States Army, n.d.).

The author was unable to identify any studies that have attempted to correlate the size of the DA Civilian Workforce with any potential factors such as defense budgets, the political party that holds the majority in the Congress, the political party in the White House, major events impacting United States Defense, or major increases/decreases in mission scope. Over time the composition of the total Army (Active Duty, Army Reserve, Army National Guard, Civilians, and Contractors) has fluctuated, and the civilian workforce increased/decreased at the same rate as the Active-Duty Component (United States Army, 2019). The author spent a brief amount of time seeing if the transitive property could be utilized to study the research question but again, nothing was found within the aggressive time constraint. The best hypotheses for these shifts in workforce size are likely financially driven (lowering of defense budgets) and event driven. Some of the events commenced in the late 1980s as the Cold War Threats started to diminish, an increase in the workforce just after the September 11th Terrorist Attacks, another downturn during the Great Recession, and recent increases due to threats from near peers.

Research Question 2: How have industry partner workforces been recruited successfully?

Research Question 3: How do the recruiting methods utilized by the Department of the Army compare with that of our industry partners?

The next two (2) research questions are grouped together as in studying the second research question, the author was able to find that the answer to the third research question became very apparent. With all the factors previously mentioned, recruitment needs to come to the forefront of every organization's mission. The Department of the Army should be looking closely at what our industry partners have been doing in the "war for talent".

The biggest reason for the success of industry is that they truly believe that recruiting is the lifeblood of their organizations by practicing what they preach. 51% of Chief Executive Officers (CEOs) identify "finding the right talent" as their human resource department's primary function (Chief Executive Magazine, 2022). In the DBB's Report (2023), they found that almost all industry partners have dedicated resources responsible for the active component of talent acquisition beyond typical human resource roles. Some of the specialized roles include, "talent sourcer to identify a likely pipeline, recruiting coordinator to handle hiring logistics, and recruiters who function in a sales-like role to candidates to recruit them into the organization." The DBB Report also found that approximately 40% of companies outsource these recruiting functions to a third party (Cappelli, 2019). Multiple US military services do not have an organization responsible for recruitment, but the Army does in the Civilian Personnel Advisory Center. Unfortunately, these human resource specialists are so inundated with executing the mission to fill vacancies from their respective customers to focus on a similar level of recruiting to that of our industry partners. Industry's focus on employing personnel in specific recruiting roles is immensely different from that of the Department of the Army's decentralized, de-emphasized, and underfunded approach to recruiting. As a result of these recruitment teams,

industry is able to acquire talent much more expeditiously than the DoD, 54 days vice 81 days; based on data from 840 companies reporting hiring timelines to SHRM (Miller, 2022). The good news is that the 81-day timeline for DOD was 22% faster in 2022 than it was in 2018. The bad news is that some industry partners are streamlining hiring timelines through their use of digital programs and the talent pipelines they develop. A Google search of “USAJOBS confusing” displayed 422,000 results with articles and videos stating the good, the bad, and the ugly of USAJOBS, the federal government’s official employment website. Navigating the website can be a chore for career federal government employees, never mind new workforce members of Generation Z. In DBB’s 2023 report they cite a private industry executive who shared that, “60% of applicants will lose interest after 6-7 clicks on a website or after just five minutes” (DBB, 2023) further proving the value a dedicated recruiting team can bring to an organization.

Management consultant Peter Drucker famously said, “If you can't measure it, you can't manage it.” This is a hotly debated quote, but one area of the recruitment process that the DoD can benefit from is further using metrics to aid the talent acquisition/recruiting process. The DDB Report stated that our industry partners measure: Time-to-hire broken down by step, and by median against sector benchmarks, quality of hires, new hire retention rate, candidate satisfaction with recruiting & hiring process, recruiting tool yield / development & outreach program yield, quality of the source and offer-to-acceptance rate to measure the big picture. This allows industry quantifiable metrics to target recruiting efforts to those areas that have provided the best yield and their top performing employees. On the other hand, the DoD doesn’t have enterprise oversight of the metrics they do keep, approximately one third the metrics of our industry partners. The DBB Report stated that in their research they were able to obtain a vast amount of data that the DoD had available, but that it had not done anything (analyzed) with that

data. Adding to the overall problem statement the author is researching, “civilian readiness is not measured nor factored into Total Force readiness” (DBB, 2023). One of industry’s key metrics that DoD doesn’t track is retirement risk, the composition of retirement eligible employees in relation to the total workforce population, which supports recruitment needs over time by job function.

The war in Ukraine, conflicts in the Middle East, and percolating INDOPACOM threats have led to record growth in global defense budgets, a reflection of the growing geopolitical unrest resulting in the need for additional talent to meet global demand. One of the biggest risks Aerospace Industries Association CEOs face is acquiring sufficiently qualified talent to support the global demand. To complicate matters, it is proving very difficult to find prospective recruits in the labor market with critical government security clearances, ample skills, and a willingness to work in an industry that is not viewed as positively by some generations in the workforce as they once were. Prospective employees are seeking a wider set of extrinsic factors in their total compensation packages and have different intrinsic motivators which are challenging industry recruiters. The DBB Report found that there were 11 million job openings in 2023, up a staggering 60% from the same time in 2019 (DBB, 2023). Out of every ten jobs, just six (6) workers were available (The Economist, 2022) meaning there are almost two (2) jobs for everyone who wants one (1). PricewaterhouseCoopers (PwC’s) 2022 Global Workforce Hopes and Fears Survey, indicated that recent college graduates (aged 18-25) were three (3) times more likely to quit their jobs than Baby Boomers (PWC, 2022a). Coupled together, these statistics are very worrying, but present the defense industry with opportunities (pay) unavailable to the Department of the Army. Gen Z and millennials are concerned with student debt, income, and career progression.

Federal employees earned an average of 22.5%, 24.1%, and 27.5% less than their counterparts in 2021 through 2023 respectively (Wagner, 2023). A 2023 RAND study found that in the cybersecurity field, “the information sector is willing to pay information security analysts 20% more than other private sector industries and 50% more than the public sector” (Johnson, Romanosky, & Schwindt, 2023). Cybersecurity is just one of the job series where the gap between DA Civilian Workforce Members and their industry counterparts has an even greater pay gap which makes recruiting that much more difficult. The DBB Report questioned an industry acquisition leader on whether he viewed the DoD as a competitor for talent to which he replied no and cited pay as the reason why. As a result, the Department of the Army must rely on a prospective recruit’s intrinsic rewards system to overcome the pay gap that exists with industry. Additionally, private industry best practices include updates to total compensation packages through annual compensation analysis to ensure they remain competitive. All these factors add up to the most pertinent question, is the Department of the Army recruiting the best talent for critical roles impacting national defense?

While conducting the research in support of answering research questions two (2) and three (3), various themes emerged. Due to the constraints and limitations described in Chapters One (1) and Three (3), a subset of critical themes is highlighted throughout the chapter and summarized at the end of the chapter. Additional themes which were not explored in detail in this paper will be listed for potential study in the future.

Lack of Awareness/Positive Branding

Merriam-Webster Dictionary (n.d.) defines, “brand name” as follows: an arbitrarily adopted name that is given by a manufacturer or merchant to an article or service to distinguish it as produced or sold by that manufacturer or merchant and that may be used and protected as a

trademark; one having a well-known and usually highly regarded or marketable name. In the 2007 movie, “American Gangster”, drug lord Frank Lucas, played by Denzel Washington, states, “See, brand names mean something, Nicky. Blue Magic that’s a brand name; Like Pepsi, that’s a brand name. I stand behind it. I guarantee it. They know that, even if they don’t know me any more than they know the chairman of General Mills.” Alabama, Georgia, Notre Dame and Ohio State Football; Duke, Kansas, Kentucky, North Carolina, and UCLA Basketball are brand names that any college sports fan can immediately identify. The United States Army is a brand name. Unfortunately, the Department of the Army Civilian Workforce is NOT a brand name.

In their foundational report, the DBB (2023) stated that 42% of Americans are unaware that civil service jobs, such as those found in the DA Civilian Workforce, exist. The report did not state how large of a population was surveyed, nor did it specify a geographical area, but it is very telling. The DDB Report also stated that a recent SHRM study of 35,000 Americans found that only 42% would contemplate applying for a civil service position in the DoD, as opposed to 94%

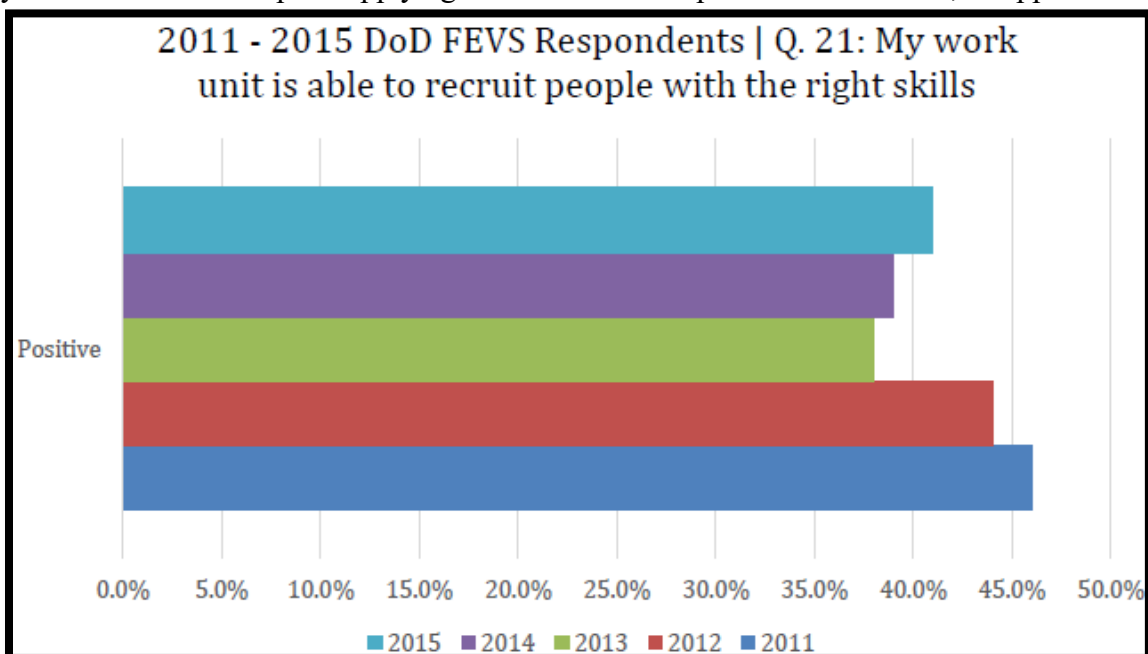


Figure 11. Federal Employee Viewpoint Survey 2011-2015; Q21 Response

(Source: Dobson, 2016)

who have considered working for Google. The study attributed this to three (3) themes: mission misalignment, compensation, and lack of awareness of civil service (Smith, 2022).

Another data point which resonated came from the Annual (2011-2015) DoD FEVS which measures Federal employees' perceptions of whether, and to what extent, conditions characterizing successful organizations are present in their agencies. One of the questions posed in the annual survey was, "My work units is able to recruit people with the right skills". From 2011-2015, the data in Figure 11, showed a positive response of approximately 37% on the low end in 2013, and approximately 46% on the high end in 2011 (Dobson, 2016). While the FEVS is a DoD level survey, the Army is a representative population and thus this is a very telling statistic which displays the recruiting challenges facing the DA.

The APS CIP (2022) includes a line of effort seeking to develop a resourced marketing effort, "with a compelling message that builds public awareness about Army Civilian service. When paired with a robust recruitment and outreach program, the marketing effort will encourage more people to seek employment and be hired as an Army Civilian." The RAND study authored by Orvis, Markel, Engberg (2022) found additional supporting data highlighting approximately 40% of students and younger professionals (under 40) and approximately 60% of professionals over the age of 40 were aware of DA civilian jobs within the Army. A more detailed breakdown of the findings can be found in Figure 12 (data is a percentage of the surveyed population), and Figure 13 (data is listed as a numbered range from 0, not a concern, to 10, major concern). The report also found that current Army civilian employees were not able to articulate elements of an Army civilian brand making it even more difficult for a prospective recruit to identify with. One of Hanrahan's (2016) themes was that various participants in a very small sample of Millennials at The Ohio State University, stated they would not pursue

Question	Student	Professional, Age < 40	Professional, Age 40–55
Must Civilians Be Uniformed?			
Civilians enlist or join the Army as officers to get a job	36.4	32.4	22.4
Not sure	23.6	23.9	18.7
Civilians have jobs in the Army	40.0	43.7	58.9
Could Army Civilians Be Involuntarily Deployed?			
Yes	46.5	48.6	50.7
Not Sure	26.3	24.8	19.6
No	27.2	26.5	29.6

Figure 12. Awareness of and Misperceptions About Army Civilian Jobs

(Source: Orvis, Markel, Engberg, 2022)

Concern (all 0–10 scale)	Student	Professional, Age < 40	Professional, Age 40–55
Possibility of being transferred involuntarily	7.45	7.15	7.25
Required to live in undesirable places	7.27	6.96	7.13
Possibility of injury/death	7.42	6.95	6.90
Low salary	7.16	6.86	7.04
Poor benefits packages	6.81	6.24	6.52
Too much travel	6.50	6.10	6.65
Not enough job security	6.62	6.01	6.27
Opposition by family/friends	6.20	5.77	5.84
Do not want to support the military	5.81	5.23	5.61

Figure 13. Concerns About Working in Army Civilian Jobs

(Source: Orvis, Markel, Engberg, 2022)

government work due to the negative perception. While probably not indicative of the smaller subset of the DA, this negative opinion of civil service is a common theme in the author's research. The 2023 DBB Report cited a 2022 survey of 2,300 people. 42% of respondents

thought government employees were incompetent and one-third thought they were corrupt. Many of those surveyed shared the belief that those who work for the government “are just looking for an easy job.” (Smith, 2022).

With the uphill battle being faced, the Department of the Army must present a set of good news stories to create the brand or aid in repairing the current brand. In the mid 1980's and 1990's, a couple college athletics programs had success on the fields and courts which led to a significant rise in the number of applicants to those institutions of higher learning. This became known as the “Flutie Effect”, named after Boston College Football Quarterback, Doug Flutie, who led the 1984 Boston College Eagles to an unprecedented season with a top 5 finish nationally and a Heisman Trophy for Flutie. Student applications increased by 30% in the years subsequently following the on-field success. Georgetown Basketball experienced a similar impact when applications rose 45% due to the impact of Patrick Ewing and the men's basketball team. Northwestern saw a 21% increase in applications the year immediately after the football team won the Big Ten Championship in 1995. Additional data points through the 2010 timeframe were studied by Chung (2012) who concluded that athletics success going from “good” to “great” led to a 17.2% increase in applications which has a similar effect to admissions as if tuition costs dropped by approximately 3.7%. Additionally, these schools were able to become much more selective in the students they accepted, which had positive impacts on donations, academic prestige, job placements, etc. These sporting effects provided these institutions of higher learning with marketing opportunities which were subsequently capitalized on. The Department of the Army must find their opportunity to capitalize on that will create/advance the brand and make the general public aware of the professional opportunities available to a civilian workforce.

Talent Pipelines

In college athletics success breeds success. The more a team wins, develops student-athletes into professional athletes or prepares them for the workforce, their facilities, and name, image, and likeness opportunities greatly impact recruiting. The most overlooked attribute in recruiting success is the relationships that are built. Relationships matter in most facets of life and the world of recruiting is no exception regardless of the industry. In college athletics these relationships are built by college coaches with not just prospective recruits and their families, but also with high school/club coaches and administrators. A substantial amount of work is required to develop these relationships, but as these “talent pipelines” are codified, less time and money are required to recruit prospective student-athletes due to a history of trust and success that has been built. The defense industry is no different when it comes to the need to create and cultivate talent pipelines for success. The DBB Report cited a SHRM (2023) study which found that 52% of private industry respondents stated the top method for talent acquisition is through building a talent pipeline.

Various other sources emphasized the importance of talent pipelines because they reduce costs and hiring timelines while increasing the hiring quality. An Aerospace and Defense Workforce Study, (PwC, 2022b) emphasized the need for further developed aerospace and defense talent pipelines and discussed various methods that have proven to be successful. Holland (2011) states, “The Aerospace Industries Association is at the forefront of focusing attention to the needs of filling the talent pipeline with knowledgeable and skilled recruits for short and long-term initiatives.” Another study stated, “One researcher estimated the average cost-to-hire is four-thousand dollars. In contrast, “mis-hires” can cost a company over four times that, at \$17 thousand on average” (Reveal Global Intelligence 2023). The DBB further expands

on their findings by stating that private industry has migrated to a new approach to talent recruitment: always-on talent pipelines, which allows employers to develop a “talent pool” of prospective employees from which they proactively recruit requisite skills.

Similar to the multiple pipelines that are built for college athletics, industry follows suit to ensure they have a resourced workforce. The first focus is on institutions of higher learning. The depth and breadth of the company typically determines the geographical footprint from which the organization will create these talent pipelines. Like collegiate athletics, major companies have commenced the recruitment process at lower and lower levels down to elementary school. Another talent pipeline type is specific to the critical skills that are required within an organization. Typically, these are closely connected to an organization’s mission and vision to obtain the greatest return on investment. Another critical pipeline to cultivate is from those individuals who have previously applied for jobs within the organization. The last is utilizing an internal talent management process that continually assesses their workforce’s skillsets and requirements as it may be able to fill a higher-level position more easily from within and backfill with a recruit from one of the organization’s other talent pipelines. In a significant piece of journalism, In These Times reported on the impact that various Lockheed Martin talent pipelines, primarily colleges and universities, has had over the course of 2021 and 2022. Lockheed hired more than 21,000 new employees since 2020 to replace retired workers and manage attrition. Rising tuition costs and student debt have allowed Lockheed to entice students with scholarships, internships, and student loan repayment programs. Lockheed’s recruitment efforts include research partnerships where college and universities receive up to seven-figures for critical partnerships. In 2020, Lockheed maximized on this pipeline by converting 60% of graduating interns into full-time employees (Oliver, 2022).

The Office of the Undersecretary of Defense for Research and Engineering currently operates the DoD STEM Program, whose mission is to “create a talent pool with minds for innovation, diversity of thought, and the technical agility to sustain DoD’s competitive edge.” (DoD STEM, 2023). The program has 11k volunteers in various roles with school programs in all 50 states, Puerto Rico, and Guam reaching approximately 944k students. Various DoD entities have established programs to expose prospective recruits to the DoD and the importance of STEM throughout the DoD enterprise. Unfortunately, these programs, other than student intern programs, have not had the success that was sought when they were established. Additionally, a website for DoD Civilian Careers, <https://www.dodciviliancareers.com/>, was established to aid prospective employees on careers available within the DoD. Unfortunately, the DBB reports (2023) that as of February 2023, the site only had 150 followers on, “X” (formerly known as Twitter). Even more troubling was the 193 followers in late November 2023 further highlighting the lack of branding/awareness theme previously identified. The Department of the Army has a similar website, but the researcher did not have any success, on multiple attempts, in obtaining support via the live chat function.

The DoD has levers to allow for organizations to implement referral bonus awards to existing employees who refer prospective recruits for difficult to fill mission-critical positions, but they often are not explored. The DBB Report (2023) found that only one (1) DoD organization acknowledged referrals as a talent acquisition strategy to fill mission-critical positions whereas SHRM reports that 60-70% of new hires are identified through a formal employee referral program in industry (Maurer, 2017). Industry heavyweights such as Google and Amazon have employee referral programs that reward bonuses up to \$5k (Sullivan, 2022)

for referring an onboarded recruit whereas cumulative DoD recruitment bonuses from fiscal years 2014-2018 ranged from \$2.4M to \$9.7M.

The 2023 DBB Report highlighted the importance of creating talent pipelines for the DoD and the Army must immediately follow suit to have any shot at keeping the current status quo of being second to our defense industry counterparts in the fight for talent. The recruiting talent disparity cannot continue to grow and developing critical relationships via talent pipelines is a means by which the Department of the Army may be able to shrink the gap. The primary takeaway is that no matter which talent pipelines The Department of the Army chooses to cultivate, it all comes down to the relationships that are built.

Multigenerational Workforce

A “team” is defined by Merriam-Webster Dictionary (n.d.) as “a number of persons associated together in work or activity.” Most experts believe that great teams are comprised of individuals who know and exceed in their roles within the team construct. When done correctly, the whole of a team is greater than the sum of its parts and team members know they were a key cog in achieving something great. Various talent acquisition professionals believe that recruiting a team is more difficult today than it ever has been. 81% of recruiters reported that hiring is more challenging today than a year ago (Moriarty, 2023). Diversity, equity, inclusion and belonging (DEIB) are critical aspects that are highlighted in these teams, typically by its leader. Diversity and equity do not just refer to race or ethnicity, but also to age and levels of experience. In the world of collegiate athletics, recruiters do not have to consider the impacts of recruiting multiple generations. The recruiter becomes older each year, but the student-athletes they’re recruiting are the same 17–22-year-olds as those who they recruited the previous year. When the defense industry and DA are recruiting talent, they’re recruiting multigenerational workforces. When

these multigenerational workforces mesh, the results can have a profound effect, and the team is harmonious like flowing water. 97% of workers in a Robert Half survey see value in a multigenerational workforce (2023) due to: “1. Wider range of perspectives, 2. Learning from colleagues with different levels of experience, 3. Opportunity to improve communication and collaboration skills, 4. Mentoring or being mentored by colleagues from other generations, and 5. Expanded and diversified networks.” Unfortunately, recruiting a multigenerational workforce can be very complex as differing communication methods, views on workplace attire, views on remote/hybrid work, extrinsic and intrinsic motivators, and various other factors play into an organization’s culture that sway a recruit’s professional workplace decision.

In today’s world there are so many methods we utilize to communicate with one another. Communication can be simultaneously viewed as the easiest and most difficult thing to do, and the workplace is certainly ground zero for that. Everyone has their own preferred communication method that is something a recruiter must know very well. Often times these preferred communication methods are the results of generational upbringings. Baby Boomers seek direct, face-to-face communication, phone calls, meetings and memorandums. Gen X prefers straightforward, concise communication via emails and face-to-face engagements but adapt well to digital means. Millennials value authenticity and open communication via interactive platforms such as messaging applications, email, and social media. Gen Z embraces digital communication and thus prefer instant messaging, video conferencing, and collaboration tools for communicating. Jenkins (2020) found that 83% of Gen Z professionals prefer manager feedback in person, whereas most managers believe their Gen Z employees prefer feedback via social media. With these varied communication preferences, how do you recruit them all? A varied approach to target each method must be undertaken by the interested party, the recruiter.

How an organization communicates is key to the organization's culture that a prospective recruit is being exposed to throughout the recruitment process. Organizations should continually evaluate their communication plans to account for multigenerational workforce communication differences.

All generations except for Gen Z, stated that a competitive salary with regular merit-based raises had the greatest impact on their job satisfaction whereas Gen Z professionals valued workplace flexibility (where and when) as their primary motivator. The Robert Half survey found that 45% of millennials want flexibility in when and where they work. This is another hot-button issue that impacts the workforce and therefore recruitment of that workforce. There are vast generational differences with respect to hybrid/remote work. Gen Z spends more time working when working from home but report a greater job satisfaction when doing so.

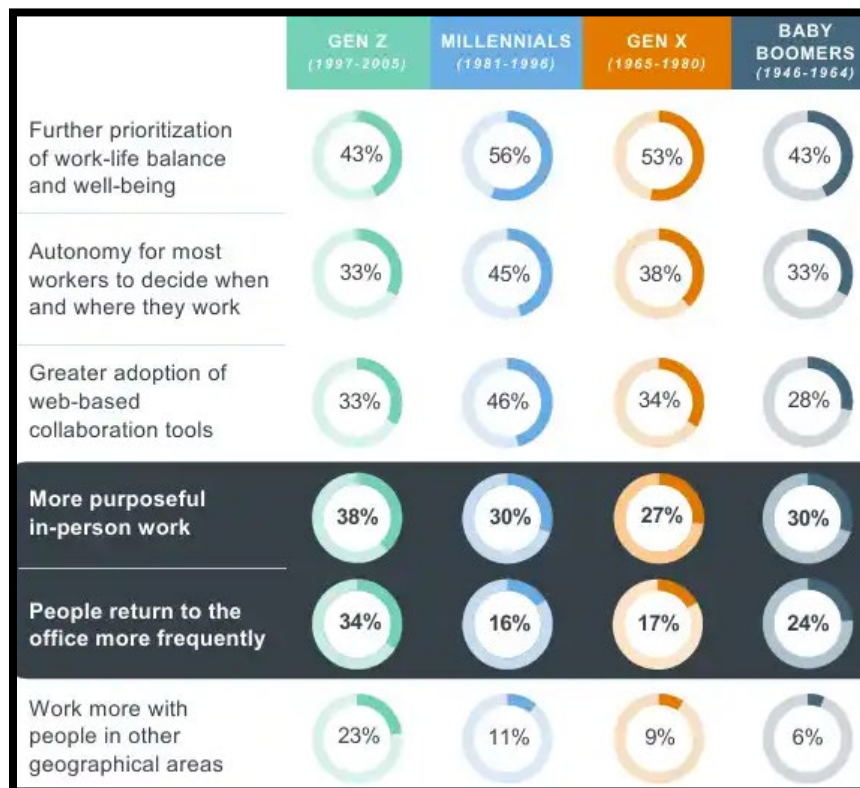


Figure 14. How Workers Want Remote and Hybrid Work to Evolve

(Source: Robert Half, 2023)

59% of recruiters think workers are mostly switching jobs due to the availability of remote work (Moriarty, 2023). Recent trends in job seeking indicate a growing importance placed on achieving a balance between work and personal life (highlighted by millennials) and finding a culture that aligns with one's values and priorities as seen in Gen Z.

Analysis

Various themes emerged throughout the data collection phase of the research. The first theme that became apparent was the lack of awareness that a DA Civilian Workforce exists and thus there is a significant population of potential recruits that the Army is recruiting from that is immediately unrecruitable. Additionally, The DA Civilian Workforce does not have a brand that those who are aware of these jobs can relate to or identify with. Brands in various industries are built through quality products, innovation, marketing, and long-term success. College athletics programs' brands are built on leaders (coaches) and athletes that continually deliver wins (championships). In the social media world, brands are even more important as an individual can get to know their favorite product, college athletic program, or defense industry partner by opening one of dozens of applications. Maisha & Brian (2023) offer a 10-step process to building a brand which may be able to be replicated by the DA Civilian Workforce:

1. Define the Business Goals and Values
2. Research Your Brand's Target Audience
3. Analyze the Competition
4. Determine the Brand Positioning
5. Build Effective Branding Communication
6. Design the Brand's Visual Identity
7. Branding the Company's Website

8. Implement Content Marketing to Build Authority
9. Integrate the Brand Effectively Across Other Marketing Channels
10. Maintain Brand Reputation

The next theme that emerged was the need to create an active talent pipeline which was the title of the foundational DBB report. The report highlighted the need for a talent pipeline to be developed and how it would expedite hiring, increase employee quality, and lead to higher retention rates for the DoD. It was identified how collegiate athletics and industry have setup their respective talent pipelines which the DA can aim to replicate. The Navy has implemented a successful talent pipeline to build and sustain the future Maritime Defense Workforce (Katz, 2023) via a focus on the industrial base. The Department of the Army might be able to learn from industry partners and the Navy on how to develop talent pipelines.

The last theme that was further detailed was the challenge recruiting a multigenerational workforce. Various studies concluded that allowing maximum flexibility on workplace location and shift time should be offered where possible to help set your organization apart. A need to focus on varied communication methods to reach each of the workforce generation is a must. Formal methods, informal methods and everything in between needs to be utilized. Each generation has a different set of intrinsic and extrinsic motivators that need to continue to be studied by DA organizations to set themselves apart in recruitment.

Summary

In this chapter data was collected, the research questions were evaluated, various themes emerged, a subset of those themes were studied in greater detail, and then overall analysis was conducted. In summary, everything studied in this chapter is analogous to pieces in a puzzle that must come together to properly recruit prospective employees to the DA Civilian Workforce.

Collegiate athletic programs and our defense industry partners succeed in recruiting by capitalizing on opportunities to build a brand, develop relationships enroute to building and cultivating talent pipelines that continue to bear fruit and other secondary and tertiary themes. They prioritize constant recruiting vice hiring in waves to ensure that DEIB remains at the forefront and that multigenerational workforces are built allowing for great collaboration in their teams. One key takeaway from all organizations that successfully recruit is that they are willing to adapt and keep up with the times. The DA's organizations must be aware that as new trends emerge, successful organizations innovate, adapt, and pivot to ensure their culture evolves and that they're not left behind in the perilous fight for superior talent.

Chapter 5 – Interpretation

Introduction

This research paper explored the recruiting strategies utilized by our defense partners to identify the efficacy of how the Department of the Army recruits a civilian workforce. Various themes emerged with three detailed in Chapter Four (4) and others identified for future study listed in the conclusions section. This chapter summarizes the research paper by providing conclusions, key recommendations at both a macro and micro level and limitations of the study.

Conclusions

SHRM held a Talent Conference & Expo in Orlando, Florida in spring 2023 to explore must-have practices and programs necessary to recruit talent in a tight labor market. The consolidated top 10 takeaways from the conference were:

1. Adopt New Methods, Tools
2. Attract Generation Z
3. Tell a Compelling Story
4. Reconsider Compensation and Benefits
5. Support Your Hiring Managers
6. Re-evaluate Education and Experience Criteria
7. Seek Partners to Advance Diversity Recruiting
8. Tap Untapped Talent
9. Maximize Referrals
10. Build Alumni Networks and Hire Boomerangs (Maurer, 2023)

From the research conducted, these recruitment takeaways have widespread applicability from the defense industry to the Department of the Army Civilian Workforce.

Time constraints, and an abundance of data with respect to research question 2, led the author to select a subset (Lack of Awareness/Positive Branding, Talent Pipelines, and Multigenerational Workforce) of the vast number of themes from the collected data to further detail. Other themes which were identified for further study include the pay gap (total compensation packages) between the DA Civilian Workforce and our industry partners, the need for metrics in recruiting, hiring timelines and areas for improvement, the impact of the Army mission on recruiting, and the impact of flexibility (remote/hybrid work) in the workplace. Another opportunity for study includes a tasking like the DBB Report at a Department of the Army Level. Lastly, a significant study needs to be conducted on hiring patterns of the DA Civilian Workforce (research question 1). Correlations need to be identified to allow for future workforce planning to ensure the Total Army can meet its 2030 and 2040 objectives.

Recommendations

At a macro level, the 2023 Defense Business Board's Report, Building a Civilian Talent Pipeline was a foundational piece of research. This report offered various recommendations at the DoD level. The full listing of recommendations can be viewed in Appendix B. Appendix C provides a crosswalk to key federal and DoD goals, objectives, strategies, and DBB recommendations. At a minimum a third-party assessment should be conducted at the DoD level to determine the efficacy of any DoD implemented changes. Additionally, the Department of the Army should replicate what the DoD did and is doing to continue to work on some of the challenges identified by the DBB and those stated in this research paper.

The first recommendation is with respect to branding. As highlighted by the DBB and the theme in this paper, the public is not aware of the Department of the Army Civilian Workforce, and if there is a brand, it is not recognizable and positive. The need for a moment akin to those

college athletic examples identified earlier in this paper are needed to drive the equivalent of the “Flutie Effect” for the DA. The need to capitalize on an opportunity at the national level is evident. The question is which office has the primary responsibility and what is the opportunity that the DA is cultivating to build the brand around. Is this going to be a great contribution by a project office, a functional team coming up with new technologies, or something else? The bottom line is there is a need for a brand and that must be executed via a coordinated “marketing” strategy. As a result of the pandemic and some of the remote/virtual tools afforded to the workforce, additional recruits may now be reachable. A focus on geographical areas that support the DA mission need to be recruited further for a greater likelihood of conversion to employee.

At a micro level, Picatinny Arsenal has seemed to lose its brand outside of the immediate Northwest, New Jersey area. JPEO A&A has been at the forefront for all support to Ukraine with the global focus on 155mm ammunition. The support from CCDCAC matrix personnel to these efforts has been significant. The Picatinny Team is out in the community, but we must determine how we are going to capitalize on this and continue to increase the awareness of the workforce and the Picatinny Brand. The leadership teams of the two primary organizations at Picatinny need to develop a working group to capitalize on the support to Ukraine and products being developed/fielded to build the Picatinny Brand. Another potential tool to aid branding is the more widespread use of social media platforms to reach Generation Z recruits. These recruits have grown up with a phone in their hands from day one and have lived in a social media world. A focused campaign on this medium would bear significant fruit. The joint team must make Picatinny a location for Army Senior Leaders to visit and this comes down to building the Team Picatinny Brand.

JPEO A&A and CCDCAC should create a recruiting working group. The JPEO A&A lead should be the Director of Talent Management whose role should be revised to include talent acquisition. Under the current construct, the director has a full-time employee responsible for the Picatinny Cohort of the SSCF and another for various talent management activities. A third should be added to focus on recruiting. This individual should be responsible for ensuring the G1 is up to date on all aspects of the recruiting process and vice versa. This prospective employee would lead a working group with a nominated representative from each Project Manager/Project Director (PM/PD) within JPEO A&A on a recurring basis to discuss vacancies and the requisite skills needed in each PM. This would increase communication between the JPEO subordinate organizations, reduce hiring timelines, and allow for the Director of Talent Acquisition and Management to gather a wider set of critical information for regular meetings with a CCDCAC counterpart. This joint team should regularly discuss matrix opportunities for CCDCAC employees to support the PMs/PDs and vice versa which again would allow individuals from both organizations to have a greater breadth and depth in their career development. A dedicated recruiting function will aid the JPEO recruit new talent, will aid in the coordination of managing that talent, and will aid in active communication with CCDCAC for various levels of support. This joint team should be the Picatinny Arsenal Team that will help sell the Picatinny Brand to the various talent pipelines that will be developed.

Another primary theme this research paper discussed in detail was the need to build talent pipelines. Again, at the macro level, the DBB made several recommendations on how the DoD can best tackle this challenge which should be replicated by the Army. At the micro level at Picatinny Arsenal, talent pipelines need to be created and fostered. This paper presented significant evidence of the success that collegiate athletics and our industry partners have had

with building these pipelines. The initial focus should be on the institutions of higher learning that the current Picatinny Arsenal DA Civilian Workforce is composed of. Several Engineering Schools such as Stevens Institute of Technology, New Jersey Institute of Technology, Lafayette, Lehigh University, Rutgers University, Penn State, and various others should be tapped into. Another target of opportunity that can pay dividends at multiple points in a prospective recruit's career is the United States Military Academy at West Point. As the nation's first engineering school, and its proximity to Picatinny Arsenal, the education of the civilian workforce to a young officer can have a profound impact. Often the author has seen that the other components of the Total Army are not aware of the civilian workforce, but this is a target of opportunity that can serve as a force multiplier as these officers come across colleagues along the various stops in their careers. Upon transition to civilian life, these officers can be reminded of the available opportunities that they are most uniquely positioned to take advantage of. This would minimize learning curves of bringing on a new employee and also provide exposure to other officers of everything the DA Civilian Workforce has to offer. The JPEO Director of Talent Acquisition and Management and their CCDCAC counterpart should begin developing relationships with these various school's career affairs departments to participate in job fairs. This "Recruitment Team", paired with an acquisition officer, should meet with the various deans from critical functional areas at these schools to understand who their top talent is to start that relationship early. As these talent pipelines start to materialize, internships can be extended, joint development projects can be undertaken, and the Picatinny community can become involved in senior design projects among other opportunities. Picatinny can look to host some sort of college day where graduating seniors in various areas of study can be further exposed to the Picatinny Arsenal Brand and Mission.

Limitations of the Study

The constraints and limitations previously identified in this paper certainly came to fruition in Chapter Four (4). In the four (4) months from commencement of this research paper to the draft submission of the final document have been very challenging. The time constraints have been a significant stressor as there are various deliverables in the SSCF Program outside of the research paper. Having to continually start and stop the research due to the various workshops, classes, and programs has been the most difficult challenge. Not having access to any additional resources for research help has been another challenge that can't be underestimated. Initially the distribution A/publicly releasable data constraint was seen as a weakness, but over time turned into a strength due to the mass of data that is available on the topic of recruiting.

Summary

Reflecting to Chapter One (1), the purpose of this research paper was to understand the efficacy of how the Department of the Army recruits a fully resourced Civilian Workforce by gaining insight into how our industry partners recruit their workforces. After conducting the research, it's clear that the DA Civilian Workforce does not adequately recruit professionals to support the Total Army of 2030 or 2040. The foundational DBB Report (2023) focused on the DoD level, but all can be applied to the Department of the Army. Through the research it was clear that there are macro level recommendations for the DoD to evaluate and choose what to implement. DoD actions against those recommendations must be regularly reviewed to improve the current state. The Department of the Army needs to study these recommendations as well and implement some of these recommendations. As the research was being conducted, it was apparent that although there were areas that had not been fully studied, there was more than enough to get started with at the national level and thus the author pivoted to making

recommendations to the Picatinny Arsenal Leadership vice Army Senior Leaders. Finally, there are great examples in the world of collegiate athletics and the defense industry to emulate to successfully Recruit a Department of the Army Civilian Workforce, “to deploy, fight and win our nation’s wars by providing ready, prompt and sustained land dominance by Army forces across the full spectrum of conflict as part of the joint force.”

References

Agard, C. (2016). Recruitment Strategies, Matrices, and Techniques Used in Hiring Veterans

Walden Dissertations and Doctoral Studies.

<https://scholarworks.waldenu.edu/dissertations/3133>

Apollo Technical. (2023). The Cost of a Bad Hire and Red Flags to Avoid. Apollo Technical.

<https://www.apollotechnical.com/cost-of-a-bad-hire/>

Army. (n.d.). Army Civilians. Army.

<https://www.goarmy.com/careers-and-jobs/find-your-path/army-civilians.html>

Ash Group, (2023). How to Attract and Retain Gen Z Talent. LinkedIn.

<https://www.linkedin.com/pulse/how-attract-retain-gen-z-talent-the-ash-group>

Bennett, J. (2020). Millennials in the Workforce: An Examination of Motivation and Behavior

(Order No. 28318240). Available from ABI/INFORM Global; ProQuest Dissertations & Theses Global. (2497167476).

<http://dauknowledgepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/millennials-workforce-examination-motivation/docview/2497167476/se-2>

Boucher A. & Flynn J. (2023). The future of total rewards. Deloitte.

<https://www2.deloitte.com/us/en/blog/human-capital-blog/2023/future-of-total-rewards.html>

Brady E., Kelly J., & Berkowitz S. (2015). USA TODAY Sports. Schools in power conferences spending more on recruiting.

<https://www.usatoday.com/story/sports/ncaaf/recruiting/2015/02/03/college-football-recruiting-signing-day-sec-power-conferences/22813887/>

- Brim, B. C. (2019). What should the US Army do to meet future recruiting requirements? (Doctoral dissertation, Fort Leavenworth, KS: US Army Command and General Staff College). <https://apps.dtic.mil/sti/pdfs/AD1104944.pdf>
- Cabcollector.com. (2022). Building a Multigenerational Workforce. Creditor Adjustment Bureau. <https://cabcollects.com/building-amultigenerational-workforce>
- Cappelli, P. (2019). Your Approach to Hiring is All Wrong. Harvard Business Review. <https://hbr.org/2019/05/your-approach-to-hiring-isall-wrong>.
- Causey M. (2021). Retirement Tsunami: This Time for Sure? Federal News Network. <https://federalnewsnetwork.com/mike-causey-federalreport/2021/06/retirement-tsunami-this-time-for-sure>
- Chambers, E. G., Foulon, M., Handfield-Jones, H., Hankin, S., & Michaels, E. G. (1998) McKinsey Quarterly. The War for Talent. McKinsey Quarterly. Pages 44-57. https://www.researchgate.net/publication/284689712_The_War_for_Talent
- Chief Executive Magazine. (2022). The Evolving CEO-CHRO Partnership, Poll 2021. <https://chiefexecutive.net/the-evolvingceo-chro-partnership>.
- Chizik, G. (2017). In football and business, recruiting dictates success. https://www.linkedin.com/pulse/football-business-recruiting-dictates-success-gene-chizik?trk=portfolio_article-card_title
- Chung, D. J. (2012). Essays on Incentive Compensation and Advertising (Order No. 3525236). Available from ABI/INFORM Global. (1038156756). <http://dauknowledgerepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/essays-on-incentive-compensation-advertising/docview/1038156756/se-2>

Defense Business Board. (2023). FY 2023 Assessment of the Department of Defense: Building a Civilian Talent Pipeline. Defense Business Board.

<https://dbb.defense.gov/Portals/35/BCTPV4.pdf>

Dobbs, R., Koller, T. Ramaswamy, S. (2015). Harvard Business Review. The Future and How to Survive it. <https://hbr.org/2015/10/the-futureand-how-to-survive-it>

Dobson, A. D. (2016). The impact of civilian workforce talent management on organizational consciousness in the department of defense - an exploratory study (Order No. 10243434). Available from ABI/INFORM Global; ProQuest Dissertations & Theses Global. (1855186178).

<http://dauknowledgerepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/impact-civilian-workforce-talent-management-on/docview/1855186178/se-2>

DoD STEM. (2023). About DoD STEM/Our Impact. <https://dodstem.us/about/impact/#reports>.

Francis, C. C., Jr. (2019). Generation Y: Strategies for Federal Government Recruitment and Retention (Order No. 27738379). Available from ProQuest Dissertations & Theses Global; Publicly Available Content Database. (2377406135).

<http://dauknowledgerepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/generation-y-strategies-federal-government/docview/2377406135/se-2>

Freeman, E. S. (2017). Defense Leaders' Perceptions and Role in Leading a Multigenerational Workforce: A Qualitative Exploratory Case Study (Order No. 10787849). Available from ABI/INFORM Global. (2092251392).

<http://dauknowledgerepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/defense-leaders-perceptions-role-leading/docview/2092251392/se-2>

GAMA (2015). Finseca. Recruiting Through Social Media

https://www.finseca.org/wp-content/uploads/2020/11/Recruiting-eBook_social-media_LO-RES-for-Website.pdf

Garber, J. (2023). Nerdwallet. What Is the Average Retirement Age in the U.S.?

<https://www.nerdwallet.com/article/investing/social-security/average-retirement-age-us>

Hanrahan, N. J. (2011). The Human Capital Challenge in the U.S. Federal Government: A Qualitative Case Study (Order No. 3488629). Available from ABI/INFORM Global. (911029932).

<http://dauknowledgepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/human-capital-challenge-u-s-federal-government/docview/911029932/se-2>

Hicks, K. H. Dr. (2022). Deputy Secretary of Defense Memorandum for Defense Business Board. Terms of Reference – Building a Civilian Talent Pipeline.

Holland, M. A. (2011). Aerospace and defense industries online recruiting of college and university graduates: Strategies toward defining a comprehensive informational benchmark (Order No. 3506970). Available from ProQuest Dissertations & Theses Global. (1012395721).

<http://dauknowledgepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/aerospace-defense-industries-online-recruiting/docview/1012395721/se-2>

Jenkins, R. (2020). How to improve communication between generations in the workplace.

Entrepreneur. <https://www.entrepreneur.com/growing-a-business/how-to-improve-communication-between-generations-in-the/352621>

Johnson, R., Romanosky, S., & Schwindt, K. (2023). Comparison of Public and Private Sector Cybersecurity and IT Workforces. RAND Corporation.

https://www.rand.org/pubs/research_reports/RRA660-7.html

Katz, J (2023). Navy pushes annual talent pipeline initiative amid submarine base workforce concerns. Breaking Defense. <https://breakingdefense.com/2023/11/navy-pushes-annual-talent-pipeline-initiative-amid-submarine-base-workforce-concerns/>

Kumar, V.S. (2023). Gen Z In the Workplace: How Should Companies Adapt? Johns Hopkins University. <https://imagine.jhu.edu/blog/2023/04/18/gen-z-in-the-workplace-how-should-companies-adapt/>

Latimore, T. Y. (2014). Recruitment, development, and retention of U.S. army acquisition professionals offsetting personnel shortages (Order No. 3619167). Available from ABI/INFORM Global; ProQuest Dissertations & Theses Global. (1534364901). <http://dauknowledgepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/recruitment-development-retention-u-s-army/docview/1534364901/se-2>

Macro Trends (2023). U.S. Life Expectancy 1950-2023. Macro Trends. <https://www.macrotrends.net/countries/USA/united-states/life-expectancy>

Maisha R., & Brian F. (2023). How to Build a Brand: 10 Strategies That Work in 2023. Hostinger. <https://www.hostinger.com/tutorials/how-to-build-a-brand>

Maurer, R. (2017). Society for Human Resource Management. Employee Referrals Remain Top Source for Hires. <https://www.shrm.org/ResourcesAndTools/hr-topics/talent-acquisition/pages/employee-referrals-remains-top-source-hires.aspx>

- Maurer, R. (2023). 10 Must-Haves for Successful Recruiting in 2023. Society for Human Resource Management. <https://www.shrm.org/resourcesandtools/hr-topics/talent-acquisition/pages/10-must-haves-for-successful-recruiting-in-2023.aspx>
- Merriam-Webster. (n.d.). Brand-name. In Merriam-Webster.com dictionary. <https://www.merriam-webster.com/dictionary/brand-name>
- Merriam-Webster. (n.d.). Team. In Merriam-Webster.com dictionary. <https://www.merriam-webster.com/dictionary/team>
- Miller, S. (2022). Senior Human Resources Management. SHRM HR Benchmarking Reports Launch as a Free member-Exclusive Benefit. <https://www.shrm.org/resourcesandtools/hr-topics/benefits/pages/shrm-hr-benchmarking-reports-launch-as-a-member-exclusive-benefit.aspx>
- Moriarty, K. (2023). 10 Hiring Statistics to Know About the Current Labor Market. Jobvite. <https://www.jobvite.com/blog/hiring-statistics/>
- Nataraj, S., Hanser, L. M., Camm, F. A., & Yeats, J. M. (2014). The Future of the Army's Civilian Workforce: Comparing Projected Inventory with Anticipated Requirements and Estimating Cost Under Different Personnel Policies. RAND Corporation. <https://apps.dtic.mil/sti/pdfs/ADA604303.pdf>
- Oliver, I. (2022). Inside Lockheed Martin's Sweeping Recruitment on College Campuses: The engineering degree to defense industry pipeline. In These Times. <https://inthesetimes.com/article/lockheed-martin-recruiting-military-industrial-complex-student-debt>

Orvis, Bruce R., M. Markel W., and Engberg J. (2022). Improving the Department of the Army's Marketing for Recruitment, Hiring, and Retention of Civilians in Critical Occupations.

RAND Corporation. https://www.rand.org/pubs/research_reports/RRA1337-1.html

Persaud, D. (2023). Recruiting Generation Z for the U.S. Army: A Descriptive Qualitative Case Study (Order No. 30248284). Available from ProQuest Dissertations & Theses Global. (2786563692).

<http://dauknowledgerepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/recruiting-generation-z-u-s-army-descriptive/docview/2786563692/se-2>

PwC. (2022a). PwC's Global Workforce Hopes and Fears Survey 2022. PwC.

<https://www.pwc.com/gx/en/issues/workforce/hopes-and-fears-2022.html>

PwC. (2022b). On the radar: Evolving workforce and aerospace and defense firm needs. PwC.

[https://www.aia-aerospace.org/wp-content/uploads/PwC- _AIA _Workforce-Study_051223.pdf](https://www.aia-aerospace.org/wp-content/uploads/PwC_-_AIA_-_Workforce-Study_051223.pdf)

Purdue Global. (n.d.). Generational Differences in the Workplace. Purdue Global.

<https://www.purdueglobal.edu/education-partnerships/generational-workforce-differences-infographic/>

Rains, J., Jr. (2011). Job satisfaction among U.S. Department of the Army civilians: An analysis based on the Minnesota Satisfaction Questionnaire (Order No. 3449113). Available from ProQuest Dissertations & Theses Global. (860119405).

<http://dauknowledgerepository.idm.oclc.org/login?url=https://www.proquest.com/dissertations-theses/job-satisfaction-among-u-s-department-army/docview/860119405/se-2>

- Rampton, J. (2023). Different Motivations for Different Generations of Workers: Boomers, Gen-X, Millennials, and Gen-Z: An honest day's pay for an honest day's work isn't always the case. Inc.com. <https://www.inc.com/john-rampton/different-motivations-for-different-generations-of-workers-boomers-gen-x-millennials-gen-z.html>
- Reveal Global Intelligence. (2023). Stop Building Your Talent Pipeline and Read This First. Reveal Global Intelligence. <https://blog.revealglobal.com/haltconstruction-on-your-talent-pipeline>
- Robert Half. (2023). examining themultigenerationalworkforce9 facts managers need to know to better recruit, motivate and retain today’s professionals. Robert Half Talent Solutions. <https://content.roberthalfonline.com/US/files/multigenworkforce-ebook-0623-us-en.pdf>
- Rumpel, S., & Medcof, J. W. (2006). Total Rewards: Good Fit for Tech Workers. Research Technology Management, 49(5), 27–35. <https://doi-org.dauknowledgepository.idm.oclc.org/10.1080/08956308.2006.11657395>
- SHRM. (n.d.). What is Recruiting? Society for Human Resource Management. <https://www.shrm.org/resourcesandtools/tools-and-samples/hr-glossary/pages/recruiting.aspx>
- SHRM. (2023). State of the Workplace: HR Trends and Forecasting. Society for Human Resource Management. <https://www.shrm.org/hrtoday/trends-and-forecasting/research-and-surveys/pages/shrm-state-of-the-workplace-report-.aspx>
- Smith, I. (2022). What Does the Public Think of Federal Employees? FedSmith.com. <https://www.fedsmith.com/2022/03/23/what-doespublic-think-of-federal-employees>

Sullivan, J. (2022). Amazon Recruiting – A Case Study of a Giant Among Children (Part 2 of 2 Parts).” DJS Talent Management Thought Leadership.

<https://drjohnsullivan.com/articles/amazon-recruiting-case-study-part-2>

The Economist. (2022). Talent Wars: The Struggle for Tomorrow’s Workforce. London. Vol. 442, Issue 9282. Pages 57-58.

United States Army. (2017). Civilian Human Resources Annual Report.

<https://www.imcomacademy.com/ima/wp-content/uploads/2018/06/2017-CivilianHumanResourcesAnnualReport-FINAL.pdf>

United States Army. (2019). Civilian Human Resources Annual Report.

<https://dml.armywarcollege.edu/wp-content/uploads/2023/01/Army-G1-Civilian-HR-2019-Annual-Report-FY2019-2019.pdf>

United States Army. (2019). The Army People Strategy. <https://people.army.mil/wordpress/wp-content/uploads/2019/10/The-2020-Army-People-Strategy-Final.pdf>

United States Army. (2022). The Army People Strategy – Civilian Implementation Plan.

<https://api.army.mil/e2/c/downloads/2023/08/10/15c9f517/army-civilian-implementation-plan-2022.pdf>

United States Bureau of Labor Statistics. (2023). Labor Force Participation Rate.

<https://fred.stlouisfed.org/series/CIVPART>.

USAREC Public Affairs. (2019). Army senior leaders: Recruiting is the 'lifeblood' of the Army.

https://www.army.mil/article/229070/army_senior_leaders_recruiting_is_the_lifeblood_of_the_army#:~:text=%22Recruiting%20is%20so%20necessary%20because,first%20term%2C%22%20he%20said

United States Government Accountability Office. (2019). Defense Acquisition Workforce: DoD Increased Use of Human Capital Flexibilities but Could Improve Monitoring.

Government Accountability Office.

Wagner, E. (2023). The federal pay gap spiked again in 2023. Government Executive.com.

<https://www.govexec.com/pay-benefits/2023/11/federal-pay-gap-spiked-again-2023/392017/>

Wickham N. (2023). “The importance of employee recognition: Statistics and Research,”

Quantum Workplace. <https://www.quantumworkplace.com/future-of-work/importance-of-employee-recognition>

Glossary of Acronyms and Terms

APS	Army People Strategy
CCDCAC	Combat Capabilities Development Command Armaments Center
CIP	Civilian Implementation Plan
CEO	Chief Executive Officer
DA	Department of the Army
DAU	Defense Acquisition University
DBB	Defense Business Board
DEIB	Diversity, Equity, Inclusion and Belonging
DEVCOM-AC	Combat Capabilities Development Command Armament Center
DoD	Department of Defense
FEVS	Federal Employment Viewpoint Survey
JPEO A&A	Joint Program Executive Officer – Armaments and Ammunition
PD	Project Director
PEO	Program Executive Officer
PM	Project Manager
PwC	PricewaterhouseCoopers
SSCF	Senior Service College Fellowship
SHRM	Society for Human Resource Management
STEM	Science, Technology, Engineering and Mathematics
ToR	Terms of Reference

Appendix A – Memo for DBB; ToR – Building a Civilian Talent Pipeline
(Hicks, 2022)



DEPUTY SECRETARY OF DEFENSE
1010 DEFENSE PENTAGON
WASHINGTON, DC 20301-1010

AUG - 1 2022

MEMORANDUM FOR DEFENSE BUSINESS BOARD

SUBJECT: Terms of Reference — Building a Civilian Talent Pipeline

The Department of Defense (DoD) civilian subdivision does not have an enterprise accessions program to onboard and prepare private citizens for entry into DoD civil service careers. Rather, the Department has various stand-alone DoD Component and functional career entry and development programs to build the civilian talent pipeline. The Department continues to face challenges to hire civilians with the critical skill sets needed for future technologies.

Therefore, I direct the Defense Business Board (the Board), through its Talent Management, Culture, & Diversity Advisory Subcommittee (the Subcommittee), to examine, from public and private sector perspectives, the approaches and methods used to build talent pipelines to meet emerging mission needs and to cultivate relationships with the general U.S. population. Specifically, the Subcommittee will:

- Identify best practices from the public and private sectors that may be applicable for how DoD can improve its civil service recruiting efforts to attract and retain the skills needed in the future.
- Based on public and private sector successes and lessons learned, recommend new recruiting mechanisms and programs to establish a "pipeline" for a diverse, equitable, and inclusive civil servant talent pipeline to DoD. The instruments will seek to recruit individuals who possess needed skills over a career, short-term, and part-time basis.
- Review existing recruiting incentives and recommend changes to improve the effectiveness of recruiting efforts, messaging, and value propositions based on applicable lessons and ideas learned from the public and private sectors. In addition, identify factors that affect the attractiveness of DoD as an employer.
- Compare the metrics and methodologies DoD uses to measure the success of its civil service recruitment programs against those of public and private industries and recommend changes to improve outcomes and insight.
- Identify and recommend changes to any organizational, policy, or legal impediments to streamlining or improving the civilian accessions pipeline.
- Address any other related matters the Subcommittee determines relevant to this task.

I direct the Subcommittee to submit its independent recommendations to the full Board for its thorough consideration and deliberation at a properly noticed and public meeting, unless it must be closed pursuant to one or more of the Government in the



CSD005567-22/CMD007076-22

Sunshine Act exemptions. The Board shall submit its final, approved assessment and recommendations to the Secretary of Defense and the Deputy Secretary of Defense no later than November 30, 2022. Sufficient time shall be scheduled between the public meeting and the due date listed herein to enable revision based on Board deliberation.

In support of this Terms of Reference (ToR) and the work conducted in response to it, the Subcommittee and the Board have my full support to meet with Department leaders. The Board staff, on behalf of the Board and the Subcommittee, may request the Office of the Secretary of Defense and DoD Component Heads to timely furnish any requested information, assistance, or access to personnel to the Board or the Subcommittee. All requests shall be consistent with applicable laws, applicable security classifications, DoDI 5105.04, "Department of Defense Federal Advisory Committee Management Program," and these ToR. As special government employee members of a DoD federal advisory committee, the Board and the Subcommittee members will not be given any access to DoD networks, to include DoD email systems.

Once material is provided to the Board and the Subcommittee, it becomes a permanent part of the Board's records. All data/information provided is subject to public inspection unless the originating Component office properly marks the data/information with the appropriate classification and Freedom of Information Act exemption categories before the data/information is released to the Board. The Board has physical storage capability and electronic storage and communications capability on both unclassified and classified networks to support receipt of material up to the Secret level.

The Board and the Subcommittee will operate in conformity with and pursuant to the Board's charter, the Federal Advisory Committee Act, the Government in the Sunshine Act, and other applicable Federal statutes and regulations. The Subcommittee and individual Board members do not have the authority to make decisions or provide recommendations on behalf of the Board nor report directly to any federal representative. The members of the Subcommittee and the Board are subject to certain Federal ethics laws, including 18 U.S.C. § 208, governing conflicts of interest, and the Standards of Ethical Conduct regulations in 5 C.F.R., Part 2635.

Thank you in advance for your cooperation and support to this critical undertaking to inform subsequent decisions on how the Department addresses national security challenges in the coming decades.



cc:
Senior Pentagon Leadership
Directors of Defense Agencies
Directors of DoD Field Activities
Advisory Committee Management Officer, DA&M

Appendix B – DBB; Building a Civilian Talent Pipeline Recommendations

(Defense Business Board, 2023, pgs 43-48)



Recommendations

The Subcommittee recommends the following actions to address the observations and findings from this Study. While the recommendations fall in groups aligned with preceding sections of this Report, they also address deficiencies across five common areas: communication, standardization, modernization, data, and measuring talent acquisition within DoD. A list of laws and regulations that will require modification based on the adopted recommendations are in Appendix M. Appendix A outlines a recommendations roadmap and timeline for implementation. Appendix N contains potential areas for additional study.

1. **Formalize a Civilian Recruiting Function** - The CTMO will lead Department efforts as the center of excellence for talent management and will:
 - 1.1. Formally designate a corps of civilian sourcers and recruiters to source, assess, cultivate, and recruit talent needed for the Department (both OSD and the components). Direct DCPAS to:
 - 1.1.1. Work with OPM to assign an occupational series for better identification and tracking. It should train and certify this community (see recommendation 5.7). In the short term, DCPAS should develop policy for expanding the HR specialist roles to include a DoD-specific identifier for tracking recruiting roles. For example, an HR specialist can be identified as a 02XX (whereas XX is the generic option in the occupational catalog and can be differentiated for each job position, e.g., 0210 could be for recruiters, while 0211 could be for sourcers).
 - 1.1.2. Establish an annual DoD recruiting symposium/seminar for all sourcers, recruiters, HR specialists, and hiring managers. Attendees could earn credit toward HR certification (see recommendation 5.7).
 - 1.1.3. Develop and promote DoD-wide guidelines to establish contracts with third-party recruiters for short-term use during the transition to a formalized civilian recruiting function.
 - 1.2. Establish an authoritative source (like its DoD Civilian Careers website) to catalog *all* partnerships, internships, educational, and scholarship programs available across the DoD enterprise for use by recruiters. DoD should:
 - 1.2.1. Conduct an enterprise audit to ensure it is fully inclusive of all available programs and opportunities (e.g., STARBASE).
 - 1.2.2. Capture data from participants of these programs to mine as a talent pipeline.
 - 1.3. Provide information to all military recruitment centers on how to connect those who are ineligible for military service with civilian service recruiters.
 - 1.4. Task Joint Advertising Market Research and Studies to conduct annual market research on the U.S. population's perspective of working in the DoD.
 - 1.5. Purchase an enterprise subscription/license for the highest-yield talent acquisition tools to share with all components.



2. Establish a Defense Civilian Service Brand – The CTMO should:

- 2.1. Develop a unique value proposition and “employer brand” for DoD civilian service and create a plan for how to get from current brand to future brand. Specifically, the brand and value proposition should focus on:
 - 2.1.1. Strengths like unparalleled mission. The DoD provides the ability to work on uncommon, cutting-edge technology.
 - 2.1.2. Employee growth. DoD is not just military service. Civil servants fill diverse roles, have career paths; each with unparalleled opportunity to lead organizations of all sizes.
 - 2.1.3. Under-told narratives to showcase its response to humanitarian crises, pandemics, and weather disasters.
 - 2.1.4. Effective Communication about socially minded efforts, like Diversity, Equity, and Inclusion initiatives.
 - 2.1.5. Modernize office environments to meet future generations’ expectations (e.g., Kessel Run Program Office).
 - 2.1.6. Think of the DoD as a “higher calling.” Beyond patriotism, employment is an altruistic endeavor for the global community.
 - 2.1.7. Targeted pay incentives and benefits, like student-loan repayment—flexibilities that ease the compensation disparity for the younger demographic looking for short-term work.
- 2.2. Draw on prior accomplishments to promote the contributions of the defense civil servant in brand messaging. It is not the military; it has an identity of its own. Promote the culture formally by recognizing its unique oath, history, heroes/heroines, and culture. To solidify a cohesive identity, it should consider calling civilians a “defense civilian corps.”
- 2.3. Create and distribute brand messaging literature to train sourcers, recruiters, and other HR professionals to ensure messaging is consistent, frequent, and well-informed.
- 2.4. Leverage relationships with local colleges and universities to hold focus groups (virtual and in-person) of current and prospective young workers around the country. To keep the brand fresh, they should collect feedback every two to three years to capture insights and perceptions of the Department and the workplace that differ from older workers.
- 2.5. Leverage social media platforms like LinkedIn, Handshake, and Instagram as well as create and share multimedia promotional content (e.g., short video clips) to reach younger candidates.
- 2.6. Develop and distribute an internal communications plan summarizing the unique value of the civil service to equip all Department employees to be “brand ambassadors.” The focus of this plan should be proactive communications pushing information rather than reactive.

3. Build Civilian Talent Pipelines – The CTMO should:

- 3.1. Lead and integrate HR activities that exist today in DoD to create and formalize a civil servant talent pipeline(s). P&R should maximize use of existing HR resources.



- 3.1.1. Improve workforce planning to understand the needs of the future workforce based on recommendations in the DBB's Report on Strengthening Defense Department Civilian Talent Management.
- 3.1.2. Use artificial intelligence to mine and analyze data that identifies where the highest quality hires originate based on feedback from supervisor surveys six months after onboarding a new employee. Use this data to build campus, critical skills (including veterans), and passive pipelines.
 - 3.1.2.1. Require civilians to populate their career aspirations in the Individual Development Plan (IDP) career program module. Enable data sharing between this module (plus supporting education, certifications, and licenses) and hiring managers to ensure they have knowledge of employee career aspirations for passive pipelines.
- 3.1.3. Cultivate pipeline(s) through outreach to seek, attract, connect, and engage candidates and current employees using recruiters, as recommendation 1.1 above mentions.
 - 3.1.3.1. As part of outreach, educate candidates on available civilian personnel incentives. Specifically: student loan forgiveness, special compensation for in-demand skills, specialized positions, special pay rates and supplementals, higher leave accrual rates, and other incentive flexibilities for competitive-pay package opportunities.
 - 3.1.3.2. As part of outreach, educate candidates on available pathways to civilian service. Coordinate and market student opportunities within DoD to build future talent pipelines (e.g., civilian employment programs, internships, apprenticeships, fellowships, and scholarships).
 - 3.1.3.3. Use an expanded range of communication platforms to raise awareness and reach of DoD-sponsored partnership programs (see Appendix L) based on their effectiveness at resonating with different demographics (e.g., social media, podcasts, collegiate messaging, radio, print, local community bulletin boards, scholastic groups) to improve program yield for early-talent pipelines.
 - 3.1.3.4. Expand the two-way communication options available to nurture relationships with candidates in the pipeline based on highest yields for a certain demographic (e.g., LinkedIn direct message, Handshake One-on-one calls, text messaging).
- 4. Institute Metric Recommendations – The CTMO should:
 - 4.1. Implement the human resources metrics from the DBB's Business Health Metrics Study. To better build and manage talent pipelines, it should consider working with the CDAO and Performance Improvement Officer to add the following metrics to ADVANA as well. The CTMO will be accountable for these measures and will be evaluated on them bi-annually.
 - 4.1.1. Pipeline Ratios (Industry Standard)
 - 4.1.1.1. Ratio of Screened / Applied (Of all that apply, screen one-third)
 - 4.1.1.2. Ratio of Interviewed / Screened (Of all that are screened, interview one-third)
 - 4.1.1.3. Ratio of Hired / Interviewed (Of all that are interviewed, hire one-third)

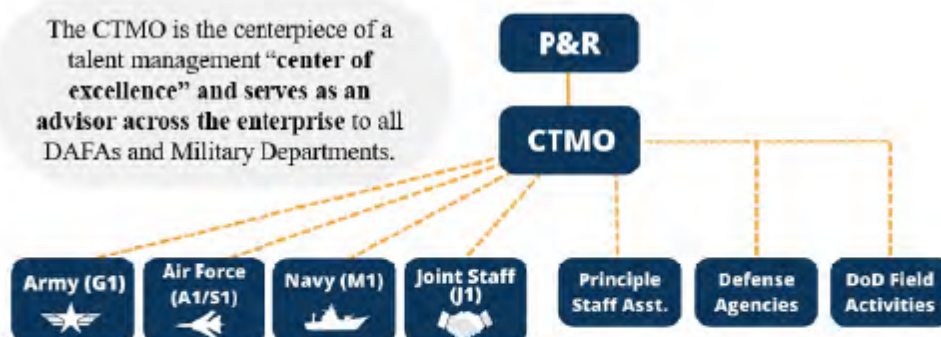


- 4.1.2. Offers vs. Accepts
- 4.1.3. Offers to Declinations
- 4.1.4. Quality of Candidates (Based on hiring manager survey, performance rating, promotion potential)
- 4.1.5. Recruitment Rate (# all recruited talent / # of sites serviced)
- 4.1.6. Retirement Risk ((# of employees eligible to retire / # of employees) x100)
- 4.1.7. Recruiter Productivity (Commensurate with complexity of fill)
- 4.1.8. Yield from Incentive / Campaign Spend
- 4.1.9. Source of Applicant Hire / Cost
- 4.1.10. Talent acquisition tool yield (number of quality hires by mechanism (e.g., LinkedIn, Handshake, Glassdoor, Indeed, Inference) or program (e.g., recruiting, internship, scholarship)
- 4.1.11. Reasons why interns/apprentices decline positions as permanent hires
- 4.1.12. Reasons why interns/apprentices are not offered follow-on positions
- 4.1.13. Cost per hire (Total internal costs + total external costs / total # of hires)
- 4.1.14. Application completion rate (# of submitted job applications / total # of job applications started)
- 4.2. Work with the CDAO to parse out the time-to-hire metric (in ADVANA) to measure distinct phases of the process to understand where the bottlenecks are. They should also quantify where in the hiring timeline applicants drop out (ghost). Also, they should measure time-to-hire as both a mean and a median.
- 4.3. Consider leveraging DRRS to measure and monitor civilian workforce readiness.
- 5. Remove Legal, Policy, and Organizational Challenges– The CTMO should:
 - 5.1. Request the President's Pay Agent (OMB, OPM and the Department of Labor) confer with the DoD, the Government's largest civilian employer, prior to making their civilian pay recommendations for the annual budget to create a compensation package in line with the preferences of the evolving workforce.
 - 5.2. Submit a legislative proposal to Title 5 U.S.C. § 3326 to expand the waiver authority that prohibits personnel leaving military service to seek DoD employment for 180 days to include additional 'at risk' occupations including cyber, intel, and other mission critical occupations.
 - 5.3. Request OPM modernize all occupation classification codes in a way that reflects the private sector.
 - 5.4. Ensure the CTMO is appropriately resourced to carry out responsibilities as defined. Revise the OUSD(P&R) organizational structure to allow the CTMO ability and authority to direct DCPAS operational functions, budget, and personnel resources as a means of executing effective talent pipelines.



- 5.4.1. Draft and obtain signature on a memorandum from the Deputy Secretary of Defense to communicate and codify CTMO responsibilities and authorities within DoD, including the recommendations from this report as well as those from the *Strengthening Defense Department Civilian Talent Management Study*. The memorandum will empower the CTMO to function as the center of excellence for Talent Management. The CTMO will look across the components to identify best practices, to create standard processes, procedures, and data, and to ensure common, enterprise-level reporting on talent management that the CTMO will share with the Deputy Secretary to action accordingly. See Appendix O for a list of all recommendations for the CHCO and CTMO from all Talent Management Studies.
- 5.4.2. Make the CTMO a permanent term position with an explicit performance contract measured and reviewed bi-annually.

The CTMO is the centerpiece of a talent management “center of excellence” and serves as an advisor across the enterprise to all DAFAs and Military Departments.



CTMO Responsibilities -

Lead the development and execution of the DoD talent acquisition and management strategy:

- Work across Mil Deps, Joint Staff, OSD, and interagency partners
- Ensure strategy is integrated with NDS, DoD policy, and the OUSD(P&R) mission
- Assess workforce characteristics, gaps, and future needs
- Establish strategy outcomes and associated measures and metrics
- Establish strategies for competing in a global, dynamic labor market
- Develop a plan to identify and track all existing DoD skills/competencies
- Consider and implement best practices from both internal and external sources
- Assess and recommend changes to statutory requirements where appropriate

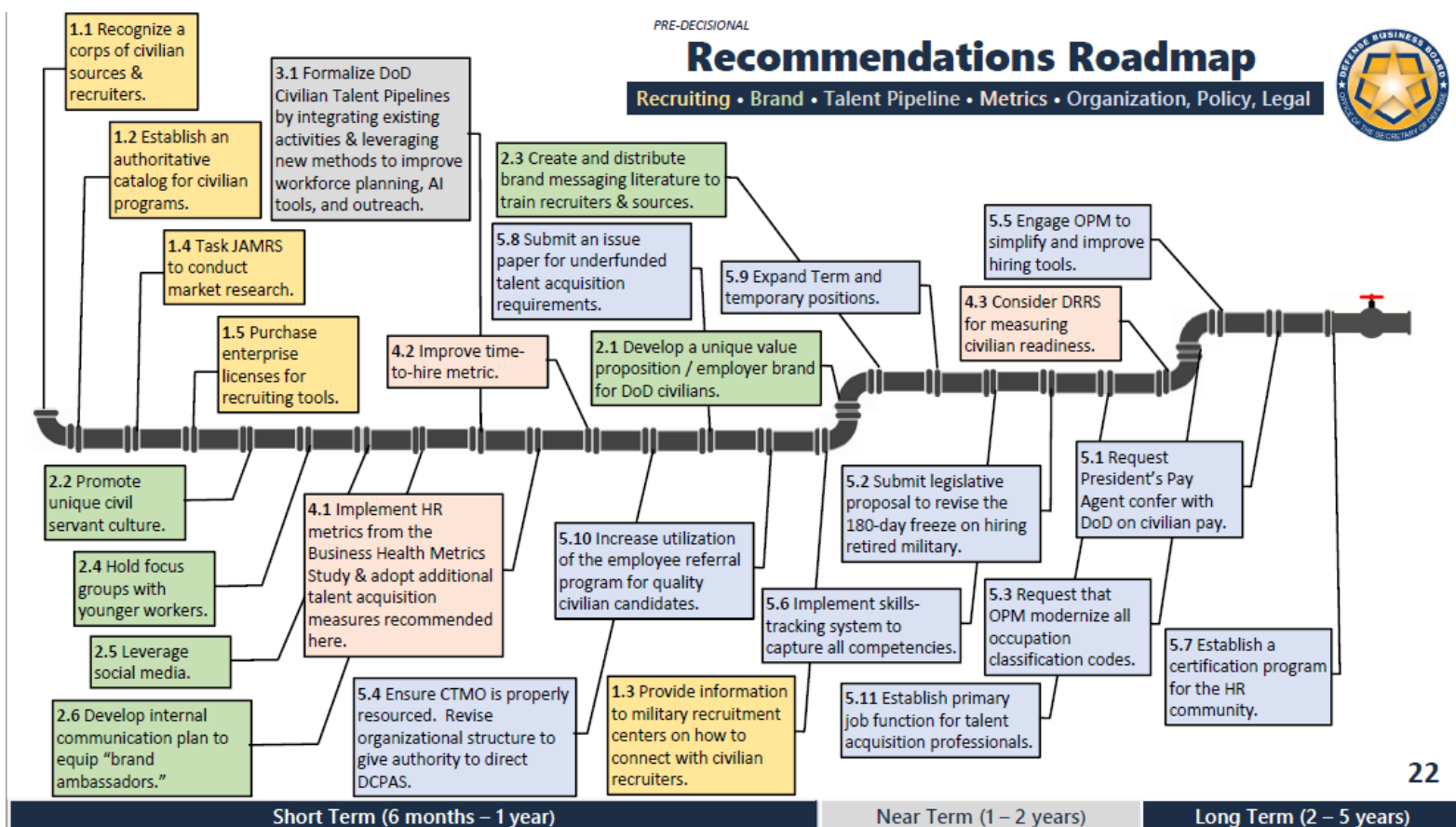
- 5.5. Engage OPM through the President’s Management Council and the Chief Human Capital Officer (CHCO) Council to simplify and improve hiring tools (i.e., USAJOBS) to reflect the basic properties of applicant tracking systems like Workday or ZipRecruiter. Enable use of application programming interfaces to allow interoperability with best of class tools from the private sector.



- 5.6. Implement a skill-tracking system, like USA Staffing, to capture *all* employee competencies and to aid in building passive pipelines. This coincides with recommendations the *Strengthening Defense Department Civilian Talent Management Report* makes.
- 5.7. Strengthen the HR functional community by submitting a legislative proposal to establish a professional certification specialty program, like other functional communities (e.g., acquisition, finance).
 - 5.7.1. The program would encompass different levels of competency (e.g., apprentice, craftsman, master) and specialty (e.g., recruiting, sourcing, pipeline engagement).
 - 5.7.2. The curriculum should include education on, among other topics, engagement, proper use of hiring authorities, special pay and other incentives, social media, navigating USAJOBS, and access to expert resources like DCPAS to answer questions and share best practices from other components.
- 5.8. Submit an issue paper as part of the annual Program, Planning, Budget, and Execution process for significantly underfunded talent-acquisition requirements. In the future, P&R should leverage new metrics to track the savings realized by pipeline(s) (e.g., less turnover, fewer re-hires).
- 5.9. Expand term and temporary civilian workforce position options to evolve with changing workforce preferences.
- 5.10. Increase utilization of referral bonuses for recruitment and hiring across all components. Ensure eligibility requirements promote referral of qualified candidates only.
- 5.11. Establish primary job functions for talent acquisition (e.g., Brand Recruiters, Talent Sourcers, Data Analysts, Instructional Designers). Policy should be updated for component implementation as well.

Conclusion

The Department's ability to source and recruit the nation's best and brightest is critical to securing the country, maintaining future global dominance, and wielding superiority over our peer adversaries. As the concepts of security and warfare continue to evolve, so too must the approach of the DoD to attract a new generation of talent to fill its ranks. The Department cannot underestimate the magnitude of forces at play in the "war for talent." Rather, it must focus on implementing modern initiatives like the ones in this Report or face shortfalls for the resource it needs most in an increasingly dangerous world.



Appendix C – Crosswalk to Key Federal and DoD Goals, Objectives, Strategies, and DBB

(United States Army, 2023, pgs 68-70)

The CIP and its objectives align with and drive toward major DoD and Federal guidance, goals, objectives, strategies, and with Defense Business Board recommendations. The table below shows how the CIP objectives align with the President’s Management Agenda (PMA), the Secretary of the Army’s major objectives for the Army (8 Feb 2022 memo), the DoD Human Capital Operating Plan (HCOP), the National Security Workforce Working Group report to the President of the United States, and the Defense Business Board Report: Strengthening Defense Department Civilian Talent Management. See descriptions of the goals and objectives for each of these documents below the table.

CIP Objective	PMA ¹	SECARMY ²	DoD HCOP ³	NSWWG ⁴	DBB ⁵
A-1—Market civilian service		Objective 6	Objective 1		Recommendation 1
A-2—Recruit top talent	Strategy 1	Objective 6	Objective 1	Goals 1, 2, 4, & 5	Recommendation 1
A-3—Improve the hiring and onboarding process	Strategy 1	Objective 4	Objectives 1 & 3		Recommendation 1
D-1—Centralize all components of the civilian development enterprise			Objectives 2 & 3		Recommendation 1
D-2—Enhance civilian training, education, and professional development	Strategies 1 & 4	Objectives 4, 5, & 6	Objectives 1, 2, & 3	Goal 3	Recommendation 1
E-1—Implement and mature a framework for strategic workforce planning	Strategies 1 & 4	Objective 5	Objectives 1, 2, & 3	Goal 3	Recommendations 1, 2, & 3
E-2—Develop and implement a capability to match talent to mission requirements			Objectives 1 & 3	Goal 4	Recommendations 1, 2, & 3
E-3—Provide enterprise civilian talent management services for the Army and Army civilians	Strategy 2		Objectives 1, 2, & 3	Goal 4	Recommendations 1 & 2
R-1—Cultivate leading workplace practices	Strategies 2, 3, & 4	Objectives 4 & 6	Objectives 2 & 3	Goal 2	Recommendations 1, 2, & 3
CC—Leverage technology and data	Strategy 3		Objectives 1 & 3	Goal 4	Recommendation 3

1 Presidential Management Agenda (PMA):

- Within priority 1, Strengthening and empowering the Federal workforce, the CIP aligns with the following PMA strategies:
 - Strategy 1 - Hiring. Attract and hire the most qualified employees, who reflect the diversity of our country, in the right roles across the Federal Government.
 - Strategy 2 - Engagement. Make every Federal job a good job where all employees are engaged, supported, heard, and empowered, with opportunities to learn, grow, join a union and have an effective voice in their workplaces through their union, and thrive throughout their careers.

- Strategy 3 - Future of Work. Reimagine and build a roadmap to the future of Federal work informed by lessons from the pandemic and nationwide workforce and workplace trends.
- Strategy 4 - Build the personnel system and support required to sustain the Federal Government as a model employer able to effectively deliver on a broad range of agency missions.

2 SECARMY 8 February 2022 Memo Objectives:

- Objective 4 - Building positive command climate at scale
- Objective 5 - Reducing harmful behaviors
- Objective 6 - Adapting the way we recruit and retain talent

3 DoD Human Capital Operating Plan (HCOP) Initiatives:

- Objective 1 - Deliver talent
- Objective 2 - Maximize employee performance
- Objective 3 - Transform HR business practices

4 National Security Workforce Working Group Report to POTUS, DoD Goals:

- Goal 1 - Expand the pathways to recruit and hire new employees from all segments of our society.
- Goal 2 - Retain and support current employees and their families.
- Goal 3 - Improve professional development in order to close mission-critical gaps.
- Goal 4 - Recruit and retain technical and other specialized talent.
- Goal 5 - Remove barriers that inhibit Americans from serving their country

5 Defense Business Board: Strengthening Defense Department Civilian Talent Management:

- Recommendation 1 - Transform civilian culture to prioritize talent management.
- Recommendation 2 - Prioritize and elevate Talent Management within the organization.
- Recommendation 3 - Modernize the Department's workforce planning and data.

Appendix D – Author Biography/Note

Mr. Christopher Ayoub is a 2023-2024 Defense Acquisition University Senior Service College Fellow. Prior to commencing the program, Mr. Ayoub completed a 15-month rotation as the Acting Deputy Program Manager (DPM) in the Joint Program Executive Office for Armaments and Ammunition's (JPEO A&A) Program Manager for Towed Artillery Systems (PM-TAS). He was responsible for overseeing a staff of over 70 core, matrix, and contractor support personnel executing various acquisition programs in support of the US Army and US Marine Corps. In addition to the DPM Role, Mr. Ayoub served as the Product Lead for PM-TAS' support to Ukraine for both the M777 and M119 Howitzers. PM-TAS was at the forefront of PMO support to Ukraine as the M777 was the first sustainable weapon system/vehicle donated to Ukraine via Presidential Drawdown and thus the M777 has served as the example for the enterprise.

Mr. Ayoub joined PM-TAS as a core employee in 2016 as the Production Lead supporting the M777A2 India Foreign Military Sales Program. Subsequently Mr. Ayoub was promoted to the Product Lead for the M777A2 India Program delivering 145 M777 Howitzers to the Government of India (GoI) including by leading change during the global pandemic by pivoting to overnight shifts for US based personnel and utilizing augmented reality tools to provide remote subject matter expertise. Mr. Ayoub was critical in helping to develop and implement Foreign Military Sales Cases in record time with the GoI for critical munitions. In 2020 he added the remaining programs in the PM-TAS International Portfolio serving as the International Product Lead responsible for managing the cost, schedule and performance for a portfolio valued at well over \$1B with various worldwide partners in all stages of the acquisition lifecycle. Prior to joining PM-TAS, Mr. Ayoub worked as a Mechanical Engineer for the U.S.

Army Combat Capabilities Development Command - Armaments Center supporting both the 105mm M119 and 155mm M777 Towed Howitzers in various capacities from 2009 through 2016.

Mr. Ayoub is a 2009 graduate of Rutgers University holding a Bachelor of Science in Mechanical Engineering, and a minor in Economics. Mr. Ayoub is certified from the Defense Acquisition University at the Advanced Level in Program Management and the Practitioner Level in Engineering & Technical Management. Mr. Ayoub is a Project Management Institute Project Management Professional, recipient of the Department of the Army's Civilian Service Commendation Medal and was recently recognized with the Field Artillery's Honorable Order of St. Barbara.

Correspondence concerning this paper should be addressed to Christopher Ayoub via phone at 973.724.5134, via mail at 151 Farley Ave, Picatinny Arsenal, NJ 07806 or via E-mail at Christopher.t.ayoub.civ@army.mil.