Defense Business Board
Talent Management, Culture, & Diversity Advisory Subcommittee

FY2023 ASSESSMENT OF THE DEPARTMENT OF DEFENSE

BUILDING A CIVILIAN TALENT PIPELINE

MARCH 2023

BUSINESS EXCELLENCE IN DEFENSE OF THE NATION

Contents

Executive Summary

Tasking: The Deputy Secretary of Defense directed the Defense Business Board ("DBB" or "Board"), through its Talent Management, Culture, and Diversity Advisory Subcommittee (Subcommittee), to submit an independent report ("Report" or "Study") examining, from public- and private-sector perspectives, the approaches, methodologies, and best practices used to identify talent, match jobs, and build talent pipelines.[1] The Terms of Reference (ToR) for this Study, found in Appendix D, guided the full scope of the Subcommittee's research, interviews, and analysis to provide recommendations to the Department of Defense ("DoD" or "Department") for the purpose of:

- Improving civil service **recruiting efforts**;

- Building a **civilian talent pipeline** for needed skills;

- Improving the effectiveness of recruiting, **messaging**, and the value proposition;

- Identifying **metrics** to better measure success of its civil service recruitment programs; and

- **Removing organizational, policy, or legal impediments** to improve the accession pipeline.

Approach & Methodology: The Subcommittee conducted seven (7) months of study and gathered data from a series of interviews, surveys, and a comprehensive literature review to validate assumptions. The team analyzed and synthesized data from more than 20 organizations and individuals across the public and private sectors as well as government agencies. Discussions included perspectives and experiences from senior government officials and private-sector executives alike.

Background: The mission of the DoD is to provide the military forces the U.S. needs to deter war and to ensure security. To do so, the Department employs 3.4 million service members and civilians around the globe at 4,800 sites in 160 countries, executing a budget of nearly $817 billion.[2] The linchpin to the success of the Department is, as Secretary Austin's March 4, 2021 "Message to the Force" states, *its people*.[3] Sourcing them in quality and quantity, however, will be increasingly difficult in the future global talent ecosystem.

> *"People are the Department's most critical asset. We remain the preeminent fighting force in the world because of our personnel in and out of uniform."*
>
> **Secretary of Defense Lloyd J. Austin III**
> March 4, 2021, Message to the Force

The intrinsic benefits of civilian service make it one of this country's greatest institutions. Civilian employees have been associated with the military establishment since the American Revolution; during World War II, civilians provided medical care and logistics support to military personnel.[4] Today, a talented cadre of DoD civilians serves around the globe in offices and laboratories, shipyards and airfields, medical facilities, and schools. "Some civilians directly support military operations by training, advising, and assisting military personnel from other nations to build

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[1] Hicks, K. H. Dr. (August 1, 2022). Deputy Secretary of Defense Memorandum for Defense Business Board. Terms of Reference – Building a Civilian Talent Pipeline.

[2] U.S. Department of Defense. About. Retrieved November 7, 2022. https://www.defense.gov/About.

[3] Austin, L.J., III. (March 4, 2021). "Secretary of Defense Lloyd J. Austin III Message to the Forces." https://www.defense.gov/News/Releases/Release/Article/2525149/secretary-lloyd-j-austin-iii-message-to-the-force.

[4] Helmerson, E. (April 29, 2019). AUSA.org. "Civilian Employees Play Critical Role in the Army's Success." https://www.ausa.org/articles/civilian-employees-play-critical-role-army-success.

defense capacity in areas such as ground logistics, cybersecurity, and combat readiness. Others help procure, build, test, or maintain major weapons systems used by military personnel."[5] Civilians are essential to warfighting readiness, enablers to DoD's mission capabilities and operational readiness, and critical to sustaining the viability and capabilities of the all-volunteer force.[6]

A civilian workforce provides opportunities for those who want to be part of the Department's mission but who do not serve in the military due to physical or health restrictions, who are veterans re-careering, or who are transitioning from private industry. Using civilians in support positions is a cost-effective way to ensure the best use of military personnel.[7] Further, civilians provide continuity and long-term expertise; whereas, military personnel rotate frequently.

For several years, economists and labor analysts have been sounding the alarm on an imminent "war for talent" in response to a perfect storm of factors. The workforce is aging, and participation is declining at a time when the demand for workers has never been higher.[8] Today's job market is global; the office is virtual; and even start-ups in emerging markets can offer aspiring talent the same enticing opportunities as top corporations. These changes have proven formidable for the private sector to overcome, but, for the DoD, they are just the tip of the iceberg.

In addition to these workforce stressors, the Department must also confront the growing disparity in pay between its civilians and the private sector; concerns that its brand and value proposition are not reaching Generation Z; the reality that federal workers are aging disproportionately to those in corporate America; and the pacing threat, China, is investing in its defense workforce like never before.[9]

The war for talent is real and will only keep intensifying for the DoD. The population is growing at a slower pace and giving way to generations far more ambivalent about public service than the ones that preceded them.[10] By 2030, all Baby Boomers will be retirement eligible.[11] Said another way, the supply of workers is shrinking and the ones available are less likely to pick the DoD. As a result, the Department is rapidly approaching a "tipping point" for the way it attracts and recruits the talent it needs to accomplish the mission. The methods of the past will no longer suffice. Met with similar challenges, private-sector talent acquirers are turning to various tools to gain an edge. As 52% of U.S. companies reported, the top method for getting ahead in the war for talent is *building a talent pipeline*.[12]

[5] Cancian, M. F. Centers for Strategic and International Studies. (October 24, 2019). "U.S. Military Forces in FY2020: SOF, Civilians, Contractors, and Nukes." https://www.csis.org/analysis/us-military-forces-fy-2020-sof-civilians-contractors-and-nukes.

[6] ibid.

[7] ibid.

[8] Maurer, R. (October 19, 2019). "The Biggest Future Employment Crisis: A Lack of Workers." Society for Human Resource Management. https://www.shrm.org/resourcesandtools/hr-topics/talent-acquisition/pages/the-biggest-future-employment-crisis-a-lack-of-workers.asp

[9] Chan, B., Funaiole, M., Hart, B., & Glaser. (March 5, 2021). "Understanding China's 2021 Defense Budget." Center for Strategic and International Studies. https://www.csis.org/analysis/understanding-chinas-2021-defense-budget.

[10] Fox, T. (November 22, 2013). "Inspiring the Young to Public Service." The Washington Post. https://www.washingtonpost.com/news/on-leadership/wp/2013/11/22/inspiring-the-young-to-public-service; Khanna, P. (October 24, 2022). "There's a Global War for Young Talent. The Winners Will Shape the Future." https://time.com/6224186/global-war-for-young-talent; Olson, J. (July 22, 2022). "Young People Don't Want to Work for Government." Strixus. https://strixus.com/entry/why-young-people-dont-want-to-work-for-government-16733.

[11] Cabcollector.com. (July 20, 2022). "Building a Multigenerational Workforce." Creditor Adjustment Bureau. https://cabcollects.com/building-a-multigenerational-workforce.

[12] Society for Human Resource Management. Retrieved January 4, 2023. "State of the Workplace: HR Trends and Forecasting." https://www.shrm.org/hr-today/trends-and-forecasting/research-and-surveys/pages/shrm-state-of-the-workplace-report-.aspx.

What is a Talent Pipeline?

A talent pipeline is a mechanism for ensuring a consistent flow of job candidates to fill a position, today or down the road. They include external candidates or current employees eager to advance.[13] The pipeline could feature a graduate student or a parent planning to rejoin the labor force after a child goes off to college. Perhaps, there is a wage-grade apprentice looking for a new challenge or a prior civil servant wanting to serve the country again after a decade in the private sector. In any case, sourcers have already done the proactive work to know each prospect in the pipeline has the necessary skills to join the team and can easily match these prospects to best-fit roles. When a need arises, the hardest step is already complete. A talent pipeline provides other benefits as well:

1. **Expedited hiring (shorter time-to-hire):** In addition to proactively sourcing candidates, a pipeline compresses what can be the longest part of the hiring process -- candidate evaluations and assessments -- because cursory vetting and screening take place ahead of need.[14]

2. **Increased employee quality:** Some experts refer to talent-pipeline building as "relationship recruiting" because of the added ability to get to know potential employees even before a position opens. This strategy enables the recruiter to measure culture compatibility for the norms and values of the hiring organization and to accurately predict success of placing the individual in it.

3. **Higher retention rates:** The recruiter/candidate-relationship while the candidate is in the pipeline also allows more time for questions and to learn about the job and organization, reducing possible surprises once on board. Realistic expectations result in satisfied workers who remain loyal and who build lasting careers within an organization, which is good news for the human resources budget.[15] 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.[16]

Resisting the Status Quo: Despite ominous trends in global talent data, warnings from labor experts, and growing concern among senior department leaders about the DoD's workforce outlook, there will be those who downplay the need for a civilian talent pipeline. They will point to the 8% increase in Science, Technology, Engineering, and Mathematics (STEM) talent the DoD hired from 2018 to 2022, between the ages 20-40.[17] They will cite the 95% fill rate for civilians across the Department or claim the DoD can muddle along by doing what it has always done for a shortage: contract out.

Despite the optimistic story its data tells, the Department should proceed with caution. Skewed fill rates, misstated requirements, and DoD-acknowledged inconsistent workforce planning all provide a misleading picture of talent needs.[18] However, senior defense leader interviewees tell a different story that leads the

[13] Thibodeau, P. TechTarget. Retrieved February 28, 2023. Talent Pipeline Definition. https://www.techtarget.com/searchhrsoftware/definition/talent-pipeline.

[14] Smith, M. CNBC News. (August 6, 2021). "These Industries Have the Slowest Hiring Times, According to LinkedIn." https://www.cnbc.com/2021/08/06/these-industries-have-the-slowest-hiring-times-according-to-linkedin-.html.

[15] Sachdeva, V. PeopleMatters.com. Retrieved February 3, 2023. "Four Reasons Why Your Brand Needs a Talent Pipeline to Stay Ahead." https://www.peoplematters.in/article/strategic-hr/four-reasons-why-your-brand-needs-a-talent-pipeline-to-stay-ahead-35365. 7

[16] Reveal Global Intelligence. Retrieved February 1, 2023. "Stop Building Your Talent Pipeline and Read This First." https://blog.revealglobal.com/halt-construction-on-your-talent-pipeline.

[17] FedScope. Retrieved February 2, 2023. Federal Workforce Data. https://www.fedscope.opm.gov.

[18] Czyz, A. U.S. Government Accountability Office. Retrieved February 4, 2023. "Strategic Human Capital Management." https://www.gao.gov/highrisk/strategic-human-capital-management.

Subcommittee to believe these indicators may not accurately forecast future demands, or even the current environment for that matter.

Insourcing vs. Outsourcing: As for contracting out, the Subcommittee advises caution here as well. Historically, the decision to fill a government position with a civil servant or a contractor from a private company stems from a set of key factors: level of specialization, duration of need, expertise availability, training time, urgency, continuity needs, and cost. Traditionally, the Department outsources highly specialized skills they need urgently but for short durations, while they fill more enduring capabilities required over a sustained period with civilians. Organizations have found success utilizing this model — outsourcing as the exception and not the rule.

Proponents of outsourcing as a failsafe to ineffective recruiting and to pipeline building face challenges on two fronts for the fallacies in their approach: cost and the law. From a cost perspective, a 2015 analysis provides evidence that for some functions and localities, civilian workers are less expensive than contractors.[19] While the Cost Assessment and Program Evaluation (CAPE) study cautions against over-generalizations like "civilians are always cheaper," the data highlights the importance of cost analysis in personnel decisions.[20] Inadequate workforce planning comes at a cost.

Data from a U.S. Army effort in 2008-2009 to insource "inherently governmental" positions also suggests that efficiencies are attainable through the proper workforce mix. During that timeframe, the Army replaced thousands of contractors with DoD civilians and achieved a 30% cost savings.[21] In FY10, a DoD-wide rebalancing effort converted 17,000 positions and saved $900 million.[22]

From the statutory perspective, the notion that outsourcing can solve all manpower challenges is simply a non-starter. Section 5 of the Federal Activities Inventory Reform Act of 1998 outlines that for some positions "the function is so intimately related to the public interest as to require performance by federal government employees."[23] In other words, some work cannot just go to contractors.

The Problem Extends Beyond Tech Talent: Technology is not the only sector demanding the Department's attention or exemplifying the problems within its current workforce strategy. The demand for logisticians, nurse practitioners, and financial managers are a few of the many occupations projected to rapidly grow between now and 2032.[24] Childcare workers are a prime example of a non-tech occupation currently struggling, to the detriment of critical DoD civilian and military functions.

Military families have long identified affordable and safe childcare as an issue, a concern tied to huge staff shortages and waitlists from chronic under-compensation of childcare staff.[25] In fact, the Department

[19] Cost Assessment and Program Evaluation (CAPE). (2015). Retrieved February 13, 2023. https://www.cape.osd.mil/files/Reports/DoD_CostEstimatingGuidev1.0_Dec2020.pdf

[20] Katz, E. Government Executive. (December 18, 2018). "Civilians Are Cheaper Than Contractors for Most Defense Jobs, Internal Report Finds." https://www.govexec.com/management/2018/12/civilians-are-cheaper-contractors-most-defense-jobs-internal-report-finds/153656.

[21] U.S. Senate Committee on Homeland Security and Government Affairs. Ad Hoc Subcommittee on Contracting Oversight. (March 29, 2012). "Contractors: How Much Are They Costing The Government?" https://www.govinfo.gov/content/pkg/CHRG-112shrg73681/html.

[22] ibid.

[23] Office of Management and Budget. Retrieved February 3, 2023. "Work Reserved for Performance by Federal Government Employees." https://obamawhitehouse.archives.gov/omb/procurement_work_performance/#.

[24] Hoff, M. (September 9, 2022). "Looking for a New Career? Here Are 30 High-paying, Fast-growing Jobs Set to Boom Over the Next Decade." Business Insider. https://www.businessinsider.com/best-jobs-future-growth-high-paying-careers-2021-9.

[25] Jowers, K. MilitaryTimes.com. (September 8, 2022). "How Bad is the Lack of Child-care? Ask these Florida Military Families." https://www.militarytimes.com/news/your-military/2022/09/08/how-bad-is-the-child-care-shortage-ask-florida-military-families.

only *recently* applied a $15 federal minimum wage to childcare positions due to new regulations.[26] As such, waitlists are long, with one center reporting 259 children still on its list.[27] Even if they receive a waitlist spot, they may not get care for one to two years and parents can face over an hour commute once they do.[28]

One military spouse shared with a news outlet that due to these issues, "some service members are left with no other choice than to leave the military."[29] While these kinds of non-tech roles may not seem like urgent talent gaps, they have huge ramifications for DoD operations. Issues with childcare cause "mission-impacting problems," such as tardiness to trainings, mental health concerns, lack of focus on the mission, and premature service departure.[30]

Conclusion: Ultimately, the decision to join corporate America in the movement to build pipelines comes down to the amount of risk the DoD is willing to accept in maintaining and valuing its most critical resource. It is this Subcommittee's opinion, however, simply "staying the course" will position the U.S. in a high-risk state as it navigates the next decade of rapid technological advancements; strained global power competition abroad; and its own evolving workforce climate stressors at home.

Over the course of investigation, the Subcommittee encountered additional challenges the DoD must address to develop effective talent pipelines. These include **organizational** impediments, **brand** message problems, **recruiting** shortfalls, missing **performance measures** and **data**. The observations and recommendations sections expand upon these points in greater detail. A table of the Subcommittee's top five recommendations is listed in the table below. A complete set, with detail, starts on page 43.

Civilian Talent Pipeline Summary of Recommendations:

Recommendations	Summary	ToR Points
Formalize a Civilian Recruiting Function	• Formally recognize a corps of civilian sourcers and recruiters to source, assess, cultivate, and recruit talent needed for the Department. • 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. • Provide information to all military recruitment centers on how to connect those who are ineligible for military service with civilian service recruiters. • Task Joint Advertising Market Research and Studies to conduct annual market research on the U.S. population's perspective of working in the DoD.	One (1)

[26] Cronk, T. M. U.S. Department of Defense. DoD News. (April 27, 2022). "DOD's Great Strength Is Its People, Undersecretary Says." https://www.defense.gov/News/News-Stories/Article/Article/3012764/dods-great-strength-is-its-people-undersecretary-says.

[27] Jowers, K. MilitaryTimes.com. (September 8, 2022). "How Bad is the Lack of Child-care? Ask these Florida Military Families." https://www.militarytimes.com/news/your-military/2022/09/08/how-bad-is-the-child-care-shortage-ask-florida-military-families.

[28] ibid.

[29] Haspel, E. TheAtlantic.com (July 23, 2022). "America's Child-Care Equilibrium Has Shattered." https://www.theatlantic.com/family/archive/2022/07/us-childcare-programs-expensive-underfunded/670927.

[30] Cage, E. Military.com. (January 20, 2023). "The Military Must Do More to Help Junior Service Members Find and Pay for Child Care." https://www.military.com/daily-news/opinions/2023/01/20/military-must-do-more-help-junior-service-members-find-and-pay-for-child-care.html.

	• Purchase an enterprise subscription/license for the highest-yield talent acquisition tools to share with all components.	
Establish a Defense Civilian Service Brand	• 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. • The brand should draw on prior accomplishments to promote the contributions of the defense civil servant. 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. • Create and distribute brand messaging literature to train sourcers, recruiters, and other HR professionals to ensure messaging is consistent, frequent, and well-informed. • Leverage relationships with local colleges and universities to hold focus groups (virtual and in-person) of current and prospective young workers around the country. • 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. • Develop and distribute an internal communications plan summarizing the unique value of the civil service to equip all Department employees to be "brand ambassadors."	Three (3)
Build Civilian Talent Pipelines	• 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.	Two (2)
Institute Metric Recommendations	• Evaluate the human resources metrics from the DBB's Business Health Metrics Study for adoption. • Incorporate public- and private-industry best practices and talent acquisition metrics. • Parse out and measure distinct phases of the time-to-hire metric; include mean and median computations. • Measure and monitor civilian-workforce readiness; consider leveraging existing capabilities like Defense Readiness Reporting System (DRRS).	Four (4)
Remove Legal, Policy & Organizational Impediments	• Confer with the President's Pay Agent as largest civilian employer to pursue competitive pay with industry. • Put forth a revision to the 180-Day Military member delay for DoD civil service.	Five (5)

- Request Office of Personnel Management (OPM) modernize all occupation classification codes and definitions.
- 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.
- Engage OPM through the President's Management Council (PMC) to improve hiring tools (USAJOBS).
- Implement a skill-tracking system to capture all employee current competencies.
- Submit a legislative proposal to establish a professional certification program and to strengthen HR functional community.
- Submit issue paper(s) for significantly underfunded talent-acquisition requirements; use pipeline metrics to track savings.
- Expand term and temporary civilian position options.
- Increase utilization of referral bonuses for recruitment and hiring across all Components.
- Establish primary job functions for talent acquisition.

Final Comments: The DBB appreciates the Deputy Secretary's confidence in entrusting the Board with this important Study. We sincerely applaud the hardworking people of the DoD who identify and recruit its talent. People are the most essential resource we have. We hope this Report is useful in their endeavors.

Respectfully submitted,

Ms. Jennifer McClure

Subcommittee Chair

Preface

This Study, DBB FY 22-03, *Building a Civilian Talent Pipeline*, is a product of the Defense Business Board. The DBB's recommendations herein are offered as advice and do not represent DoD policy.

The Secretary of Defense established the DBB in 2002 to provide the Secretary and Deputy Secretary of Defense with independent advice and recommendations on how "best business practices" from the private sector's perspective might apply to the overall management of the DoD. The Secretary of Defense appoints DBB members, who are senior corporate leaders with demonstrated executive-level management and governance expertise.

DBB members possess a proven record of sound judgment in leading or governing large, complex organizations and are experienced in creating reliable and actionable solutions to complex management issues guided by proven best business practices. All DBB members volunteer their time to this mission.

Authorized by the Federal Advisory Committee Act of 1972 (5 U.S.C. 10) and governed by the Government in the Sunshine Act of 1976 (5 U.S.C. § 552b, as amended), 41 CFR 102-3.140, and other appropriate federal and DoD regulations, the DBB is a federal advisory committee whose members volunteer their time to examine issues and to develop recommendations and effective solutions, aimed at improving DoD management and business processes.

Study Members and Signatures

Ms. Jennifer McClure served as chair of the DBB Talent Management, Culture, & Diversity Advisory Study. Ms. McClure and General Johnnie Wilson, U.S. Army (Ret.), co-led the *Building a Civilian Talent Pipeline* Study.

Contributing members include Honorable Deborah James, Dr. Alex Alonso, Mr. Joe Anderson, Mr. Matthew Daniel, Ms. Cheryl Eliano, Mr. Oscar Munoz, and General Larry Spencer, U.S. Air Force (Ret.). Member biographies are in Appendix F.

Ms. Jennifer Hill is the DBB Designated Federal Officer (DFO), Lieutenant Colonel Kyle Harrington, U.S. Air Force and Major Jamaal Kirkland, U.S. Army, serve as DBB Military Assistants and Alternate DFOs and were primary support officials to this Study. Dr. Sherri Malace, DoD federal senior advisor, Janice Williams-McLaury, researcher and writer, and Gwyneth Murphy, analyst, augmented Study efforts.

The Subcommittee members presented the Study findings and recommendations to the DBB at an open public meeting on March 17, 2023. After discussion and deliberations, the Board approved the Study with comments as documented in Appendix J. The briefing slides presented and approved at the meeting are found in Appendix E.

Signatures

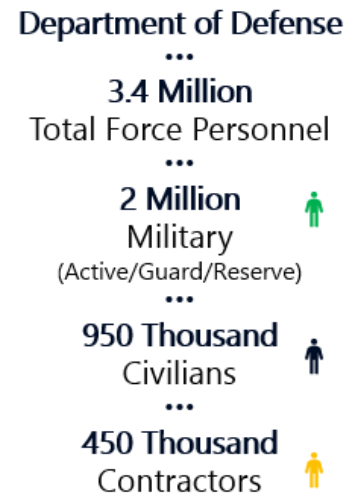|		
Ms. Jennifer McClure Subcommittee Chair	General Johnnie Wilson, U.S. Army (Ret.) Subcommittee Co-Chair	Honorable Deborah James Subcommittee Member/ DBB Chair
Dr. Alex Alonso Subcommittee Member	Mr. Joe Anderson Subcommittee Member	Mr. Matthew Daniel Subcommittee Member
Ms. Cheryl Eliano Subcommittee Member	Mr. Oscar Munoz Subcommittee Member	General Larry Spencer, U.S. Air Force (Ret.) Subcommittee Member

Background

The DoD employs 950,000 civil servants worldwide.[31] Their place as part of the Total Force (military, government civilians, and contracted services) cannot be overstated. Civilians are the backbone of the Department, filling positions in 650 occupations in 24+ functional communities. Civilian talent provides a wealth of expertise, continuity, diversity, and support that the Armed Forces could not do without. However, there is trouble on the horizon for maintaining this valuable workforce.

In 1997, Steven Hankin of McKinsey & Company coined the term "war for talent." Hankin intended the phrase to capture the sentiments of more than 400 corporate officers and 6,000 executives interviewed to understand the changing landscape of attracting and retaining the best talent.[32] During the ensuing decades, marked by technological innovation, economic uncertainty, globalization, and other factors, the metaphor has grown to personify the battle cry of every organization struggling to compete for workers in the 21st century. Major challenges include:

- **Aging Labor Force:** The labor market is aging at a rate current population growth cannot sustain. In 2000, 12.5 percent of the workforce was over age 65. By 2016, their share had grown to 18.6 percent.[33] The retirement forecast for Baby Boomers makes this shift concerning, leaving many to wonder who will be left to fill important roles. Boomer retirements have accelerated since the start of the COVID-19 pandemic; 3 million more retired in 2020 than in 2019. Some experts fear the "Great Retirement" will overtake the "Great Resignation" as the biggest trend in hiring.

- **Decreasing Participation:** Since 2000, the labor force participation rate in the U.S. has steadily declined from roughly 67% in 2000 to 65% in 2010 to a 50-year low of 60% during the Covid-19 pandemic. In January 2023, the rate had climbed back to a mere 62%.[34] Experts theorize a combination of childcare burdens; generous unemployment benefits; fiscal stimulus programs; Covid-19 fears; and structural changes to how individuals view work are all potential compounding causes of this workforce shift.[35]

- **Global Competition:** The number of open positions for tech and other in-demand talent is increasing as companies in the emerging world gain on their western, multi-national counterparts. They too are now able to offer work, pay, and opportunities other traditional

Department of Defense

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3.4 Million
Total Force Personnel

...

2 Million
Military
(Active/Guard/Reserve)

...

950 Thousand
Civilians

...

450 Thousand
Contractors

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31 DoDCivilianCareers.com. Retrieved February 22, 2023. Why Work for the DoD? https://www.DoDcivilianCareers.com/whyworkforDoD.

32 MNR Solutions Pvt. Ltd. (July 15, 2022). "How MNR Solutions Can Help You Get the Right Talent?" https://www.linkedin.com/pulse/how-mnr-solutions-can-help-you-get-right-talent.

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

34 U.S. Bureau of Labor Statistics. Retrieved February 23, 2023. Labor Force Participation Rate. https://fred.stlouisfed.org/series/CIVPART.

35 Lobel, M. & Greszler, R. (March 29, 2022). "Why America's Labor Force Decline Matters Beyond Current Supply Shortages, Rising Prices." The Heritage Foundation. https://www.heritage.org/jobs-and-labor/commentary/why-americas-labor-force-decline-matters-beyond-current-supply-shortage.

market leaders have historically boasted. As evidence, in 1990, 5% of the *Fortune* Global 500 came from emerging markets; in 2025, an estimated 45% will.[36]

- **Rise of the "Knowledge Worker":** There was a time in American society when physical capital - inventory, buildings, and materials - was the most important element to manage. That is no longer the case. In 2016, the ratio of human capital ($244 trillion) to physical capital ($62 trillion) was 3.92. Organizations increasingly derive value differentiation from intellectual and human assets.[37]

As a result of the convergence of these challenges, there is an insatiable need for workers who have survived the churn of a post-pandemic labor market in ways that defy conventional logic. Despite inflation not seen in the past four decades and a series of interest rate increases, there were 11 million job openings in 2023, up a staggering 60% from the same time in 2019. Out of every ten jobs, just six workers were available.[38] There are almost two jobs for everyone who wants one.

There are additional, more pressing challenges private industry does not face that the DoD does in their scramble for civilian talent:

- **Gap in Pay:** A 2022 review found federal salaries lag their corporate counterparts by 22.47% on average.[39] The Federal Employees Pay Comparability Act of 1990 sought to eliminate the gap by authorizing the full pay raise necessary to reduce the delta down to 5%. However, since 1994, no administration has fully adopted the pay adjustment the law allows. This upward adjustment would come at a current cost of $19.2 billion.[40]

Starting Hourly Wage
E-1: $11.00
GS-1: $12.75
McDonald's: $15.00
https://www.federaltimes.com/congress/budget/2023/02/09/republicans-aim-at-pentagon-civilian-workforce-to-curb-spending/ GS-1 – Step 1, Washington, DC, 2,080 hours

  A three-year study from the Office of Personnel and Management, in 2002, found the federal pay system, now over 70 years old, to be too antiquated to properly compensate the highly skilled and specialized "knowledge worker" of today. It was designed for a late-1940s government dominated by clerical workers. The federal pay system desperately needs reform to "support the strategic management of human capital and to allow agencies to tailor their pay practices to recruit, manage, and retain the talent to accomplish their mission."[41] Unfortunately, major reform has not materialized.

[36] Dobbs, R., Koller, T. Ramaswamy, S. Harvard Business Review. (October 2015). "The Future and How to Survive it." https://hbr.org/2015/10/the-future-and-how-to-survive-it.

[37] Korn Ferry Institute. (2016). "The Trillion-dollar Difference." https://www.kornferry.com/content/dam/kornferry/docs/article-migration/Korn-Ferry-Institute_The-trillion-dollar-difference.pdf.

[38] The Economist. (February 5, 2022). "Talent Wars: The Struggle for Tomorrow's Workforce." London. Vol. 442, Issue 9282. Pages 57-58. graphics.eiu.com/upload/SAP_talent.pdf.

[39] Yoder, E. The Washington Post. (August 5, 2022). "Federal Salaries Lag 22.5 Percent Behind Private Sector, Report Finds." https://www.washingtonpost.com/politics/2022/08/05/federal-salaries-pay-gap-private-sector.

[40] Friedman, D. Federal News Network. (December 19, 2022). Pay agent calls for 'major reforms' to federal pay system, approves four new pay localities. https://federalnewsnetwork.com/pay/2022/12/pay-agent-calls-for-major-reforms-to-federal-pay-system-approves-four-new-pay-localities.

[41] Hyman, M., Powder, M., Pietsch, P. Partnership for Public Service. (November 15, 2022). "Retaining My Generation: Retention Strategies for Generation X and Generation Z Federal Employees." https://ourpublicservice.org/publications/retaining-my-generation-retention-strategies-for-generation-x-and-generation-z-federal-employees. content%2Fuploads%2F2002%2F04%2F5f728681c9c408cb255f816a352a7d4f-1414080128.pdf&type=original.

- **Courting the Zoomers:** Generation Z (born 1997-2012) tends to be more financially minded; expects flexible work schedules and options; is altruistic and socially conscious; is committed to diversity, equity, and inclusion; seeks flat organizations prioritizing collaboration and inclusivity in decision-making; and expects digital technology to fully integrate into day-to-day life.[42] In 2021, Gen Z made up just 1.6% of the federal employee workforce versus 9.1% of the total U.S. labor force. From 2018 to 2021, Gen Z quit the federal government at a rate nearly double that of all other ages (13 vs. 6.5%). While the pandemic may have affected the turnover among this generation in a way that skews the average, there are growing concerns the unique attributes of this population may be incompatible with bureaucratic and antiquated aspects of civil-servant life as it stands today.

PROJECTED WORKFORCE MAKEUP
BY GENERATION, AS OF 2025
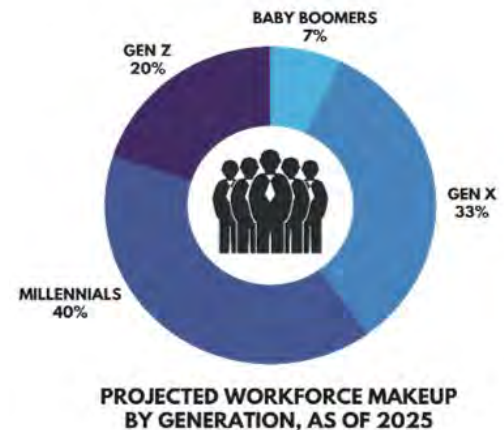
"This is a very unique generation. Generation Z is not patriotic, in the traditional sense; they are also less trusting of government…. However, Generation Z, these young Americans, still want to have a purpose, they want to be able to make a difference, they want to do something that they feel is really important and meaningful. But we have to become part of that relevant conversation."

Major General Edward W. Thomas
Commander, U.S. Air Force Recruiting Service

https://www.foxnews.com/politics/air-force-not-relatable-enough-not-patriotic-gen-z-recruiter-says

- **Wave of Federal Retirements:** In 2024, nearly 30% of federal workers will become retirement eligible. While analysts have been predicting a mass exodus since 2020, many federal workers delayed plans during the uncertainty of the pandemic. As telework decreases and business travel returns, experts expect retirement to ramp up. In May 2021, the number of retirements exceeded May 2020 by more than seven thousand.[43]

- **Keeping Pace in the Great Power Competition:** The current and projected success of the U.S.' adversaries and competitors, especially China, make adapting the Department's workforce future much more urgent.

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[42] Hyman, M., Powder, M., Pietsch, P. Partnership for Public Service. (November 15, 2022). "Retaining My Generation: Retention Strategies for Generation X and Generation Z Federal Employees." https://ourpublicservice.org/publications/retaining-my-generation-retention-strategies-for-generation-x-and-generation-z-federal-employees.

[43] Causey, M. Federal News Network. (June 24, 2021). "Retirement Tsunami: This Time for Sure?" https://federalnewsnetwork.com/mike-causey-federal-report/2021/06/retirement-tsunami-this-time-for-sure.

o In 2022, China's defense spending increased by 7.1% – the fastest pace since 2019.[44] In addition, President Xi has publicly emphasized securing tech and high-quality talent as high-priority steps to modernize China's military during the next five years.[45] To ensure these efforts succeed, Chinese leadership has developed a "multi-pronged strategy for growing its science and technology talent pool."[46]

o Industry experts are already taking notice, projecting that by 2030, China will be firmly ahead of the U.S. in artificial intelligence (AI).[47] In light of this projection, one think tank recommends U.S. policymakers "draw inspiration from China's emphasis on talent to formulate an equally wide-ranging workforce strategy,"[48] or risk tighter competition.[49]

o If DoD continues with its current workforce process without nurturing a more modern, proactive strategy and pipeline, not only will it be unable to *exceed* China's high investment in emerging technology, military operations, and highly skilled talent, it will be unable to *match it*.

In 1997, Hankin theorized to "win the war for talent, first you must elevate talent management to a burning corporate priority."[50] It is clear the DoD has not yet reached this level of urgency. In 2018, the Government Accountability Office (GAO) conducted a review of depot facilities to assess the impacts of DoD's aging workforce and hiring challenges. Critical to operational readiness, the DoD employs nearly 80,000 civilians at these locations. In short, the study found the services' plan for dealing with depot workforce needs is either outdated or not in use. GAO reported the dearth of skilled civilian workers, in this case, ship fitters and welders, contributed to maintenance delays of 20 and 23 months on two submarines. GAO also cited shortages in avionics technicians, which delayed maintenance on F-16 fighter jets and shortages in low observable coater specialists, which drove delays for F-22 aircraft.[51]

Many successful private-sector companies have turned to talent pipelines to modernize their talent acquisition capabilities. The overwhelming majority of 88,000 companies polled identified building a candidate pipeline as their first priority to strategically gain the upper hand.[52] The Department, facing the same challenges, would be smart to follow the private sector down the same path. In the sections below, the Subcommittee outlines areas of focus for the DoD to prioritize and address to regain the Department's footing in the war for talent.

[44] Cheng. E. CNBC News. (March 4, 2021). "China Will Raise Defense Spending by 7.1% in 2022, Faster Than Last Year." https://www.cnbc.com/2022/03/05/china-defense-spending-to-rise-by-7point1percent-in-2022-says-finance-ministry.html.

[45] Ze Yu, S. (November 5, 2022). "Xi Jinping is Serious About Securing Tech, Talent and A Modern Military for China in the Next Five Years." Opinion Piece. https://www.scmp.com/comment/opinion/article/3198053/xi-jinping-serious-about-securing-tech-talent-and-modern-military-china-next-five-years.

[46] Zwetsloot, R. Brookings. (April 2020). "China's Approach to Tech Talent Competition: Policies, Results, and the Developing Global Response." https://www.brookings.edu/research/chinas-approach-to-tech-talent-competition.

[47] Dukach, D. Harvard Business Review. (September-October 2022). "Understanding the Rise of Tech in China." https://hbr.org/2022/09/understanding-the-rise-of-tech-in-china.

[48] ibid.

[49] Zwetsloot, R. Brookings. (April 2020). "China's Approach to Tech Talent Competition: Policies, Results, and the Developing Global Response." https://www.brookings.edu/research/chinas-approach-to-tech-talent-competition.

[50] Chambers, E. G., Foulon, M., Handfield-Jones, H., Hankin, S., and Michaels, E. G. McKinsey Quarterly. (January 1998). "The War for Talent." McKinsey Quarterly. 1998. Pages 44-57. https://www.researchgate.net/publication/284689712_The_War_for_Talent.

[51] Government Accountability Office. (December 26, 2018). "DOD Depot Workforce: Services Need to Assess the Effectiveness of Their Initiative to Maintain Critical Skills." https://www.gao.gov/products/gao-19-51.

[52] Bjerke, J. Retrieved February 3, 2023. Hire Expectations Institute. https://www.recruiter.com/recruitertoday.

Gen Z – A Closer Look

Major shifts in the talent recruitment climate stem from the emergence of *a new era* of workers, which begins with the recent entrance of Gen Z. Gen Z encompasses anyone born between 1997 and 2012, meaning the oldest Gen Zers have just begun their post-college jobs in the last three years, and the rest will continue to enter the workforce in the next 12.

Gen Z shares collective experiences that differentiate their expectations and priorities in the job-seeking process from generations before them, setting a transformative new baseline standard for all future workforces to follow. DoD will need to adapt to these changes to secure fresh talent.

These unique conditions range from early social media and technology use to virtual schooling to compounding social justice and economic crises. As such, their distinct expectations include:

1. Long-term hybrid work options;
2. Modern technology use like Adobe, MacBooks, and Google programs;
3. Shorter and less convoluted hiring processes;
4. Pay and raise systems to assist with rising tuition rates;
5. Greater emphasis on work/life balance and office atmosphere;
6. Good mental health care coverage and mental health days; and
7. Prioritization of diversity and socially minded employers.

Francis, A. (June 14, 2022). "Gen Z Workers Who Want It All." BBC.com https://www.bbc.com/worklife/article/20220613-gen-z-the-workers-who-want-it-all.

Observations & Findings
Section 1: Recruiting

Recruiting is the lifeblood of the modern organization. Sourcing and hiring are painful without it. In the private sector, 51% of chief executive officers (CEOs) identify "finding the right talent" as the primary purpose of their HR function.[53] When done proactively and correctly, recruiters provide a wealth of qualified applicants who fit the organization's brand and help ease the tumult of the hiring process — guiding the candidate each step of the way. Organizations fail to reach the unaware or under-informed if they do it incorrectly; they miss candidates with the diverse ideas that spur innovation. Poor recruiting forces organizations to settle for applicants who are unqualified, a poor fit, and likely to leave, taking sunk costs with them out the door.[54]

Civilian Recruiting in the DoD: The best description of the DoD civilian recruiting program came from an interview with a leader in human resources, who referred to the capability as "scattered." While the Defense Civilian Personnel Advisory Service (DCPAS) provides policy, plans, and programs for recruiting, DCPAS is not charged (or staffed) to conduct it. The strategic recruiting division of DCPAS has only nine people. While small, the team maintains a "DoD Recruiters' Consortium" webpage that provides a wealth of content for potential recruiters, including marketing information, guides, and education on hiring authorities. Beyond the DCPAS office, execution is a bit more ad hoc.

The Department leaves the legwork of civilian recruiting to the components and functional communities, and their approach and investment vary. Some components, like the Air Force, have an organization dedicated to civilian recruiting with full-time recruiters, marketing, and advertising, but this model is not common across the enterprise. While there are 650 unique civilian careers, there is not one dedicated to recruiting. In the DoD, most recruiting duties fall to "HR Specialists." However, most components busy these employees with other human resources responsibilities, leaving them unable to perform the outreach needed to proactively cultivate a pool of genuinely qualified future workers. As an additional task, these professionals have little time to master the nuances of the hiring process or to understand the needs of the billet owners they struggle to serve. Based on the data collected for this Study, the combined estimates from components reveal about 100 of these specialists embedded throughout DoD. While components do their best, without resources, many leave their job listings to "post and pray."

Limited component investment in civilian recruiting seems to limit its effectiveness as well. We heard many HR centers lack the travel budget to attend career fairs to educate students on available opportunities. One HR leader told us that many young people were unaware DoD even has civilian employees, and some believe military service is a prerequisite for employment. Adults could benefit from more outreach as well. A recent Society for Human Resource Management (SHRM) study of 35,000 Americans found only 42% would consider applying for a civilian role in the DoD, as opposed to 94% who have considered working for Google. The study attributed this difference to three main themes: mission misalignment, compensation, and lack of awareness of civil service.

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[53] Chief Executive Magazine. Retrieved December 18, 2022. "The Evolving CEO-CHRO Partnership, Poll 2021." https://chiefexecutive.net/the-evolving-ceo-chro-partnership.https://chiefexecutive.net/the-evolving-ceo-chro-partnership.

[54] Breaugh, J. Society for Human Relations Management. (2009). "Recruiting and Attracting Talent." https://blog.shrm.org/sites/default/files/reports/HR%20Leadership%20Competencies%20Exec.%20Summary-FNL.pdf.

Military Recruiting in the DoD: As a point of comparison, recruiting is a core competency in the military. Military recruiting receives significant investment and support, unlike civil servants. For example, the Army touts a recruiting command with 44 battalions and 161 companies across 1,400 locations. The Air Force has four recruiting groups comprised of 32 squadrons operating out of over 700 offices. The Marine Corp Recruiting Command developed its own schoolhouse to "screen and select staff noncommissioned officers to perform the duties inherent to the procurement and retention of enlisted marines." A Rear Admiral leads the Navy's recruiting command. The Space Force recently launched an impressive site that not only links candidates with recruiters but allows users to simulate the launch of a satellite into orbit. Across the services, at any given time, there are 14,819 recruiters sourcing, screening, and assessing talent for Active Duty, Reserve, and National Guard personnel. As a result, whether they choose to participate or not, most Americans are generally aware of military service. The same cannot be said for civil servants.

About a decade ago, one of the services conducted a recruiting pilot program for the Total Force. It added a civilian recruiter to one of its military recruiting outposts. The concept was that anyone who walked in the door only had to answer two questions initially: Do you want to serve in uniform or out, full- or part-time? The civilian recruiter stepped in to assist if the individual wanted to serve outside the uniform. Despite positive reviews, the program did not continue due to a lack of resources.

Recruiting in the Private Sector: Like the military, the Subcommittee learned from private-sector leaders that nearly all industry employers have a dedicated recruiting operation. These operations do not just consist of "Recruiters;" the team has further specialized into roles such as 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. For instance, Union Pacific, one of the largest railway companies worldwide, currently employs more than 50 recruiters to identify talent for a workforce of 32,000 full-time employees.[55]

About 40% of U.S. businesses have outsourced their dedicated recruiting function to a third party.[56] Many have found success with this model, enlisting expert help to scour the vast digital ecosystem for potential candidates. Outsourcing may prove to be a viable short-term option for DoD as it trains and transitions from the current state of civilian recruiting to the capability it needs for the future. At least one military department has prototyped third-party recruiting with some success already. An Air Force Materiel Command Official interviewed during the *Strengthening Defense Department Civilian Talent Management* Study described his experience with external recruiters as positive. "We spent three years trying to hire a neuroscience cognitive expert. We went to the universities and explored all avenues [with little results]. Then we turned to a commercial headhunter who found five candidates willing to work at our pay levels in just a few weeks!"

While commercial recruiters may fill a capability gap in the near term, the DoD should be judicious about large-scale, long-term adoption. Some experts in the field recommend proceeding with caution before entrusting the employer brand to a surrogate. A 2020 SHRM article warns that employers can lose control of the message when they involve an external recruiter. In some instances, unfavorable information has been passed about the employer. In other cases, conflicting details were provided on the particulars of an

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[55] Union Pacific. Retrieved January 11, 2023. https://www.statista.com/topics/2915/facts-and-figures-about-union-pacific-railroad/
[56] Cappelli, Peter. May-June 2019. "Your Approach to Hiring is All Wrong." Harvard Business Review. https://hbr.org/2019/05/your-approach-to-hiring-is-all-wrong.

advertised position. "Recruitment firms get paid generously on filling job roles. They don't get compensated for promoting the client firm's employer brand. There is no incentive for them to play nice with candidates they deem unqualified for the role they are trying to fill." To avoid these pitfalls, SHRM recommends inserting requirements into the contract to safeguard against brand damage when enlisting the help of professional recruiting services.[57] Although third-party recruiting has benefits in some circumstances, such as while internal capability is in development, there are also risks. Given these risks, third party recruiting is best suited for targeted, short-term applications.

Inefficient Hiring Processes & Systems: Without the aid of dedicated civilian recruiters, most applicants are stuck navigating the hiring process alone. The first step for many prospective workers, and their first impression of the government, is the much-maligned USAJOBS. USAJOBS is the federal government's official employment website, which the OPM operates. Standardization has its benefits, but with shared capabilities comes shared flaws. These flaws are not solely the website's fault, but as the "public face" of government HR, it collects the bulk of the blame, right or wrong.

The USAJOBS' hiring process is complicated, time-consuming, and often frustrating for the user.

- **Complicated:** There are dozens of hiring authorities, hundreds of job classifications, and thousands of jobs. Some agencies will accept uploaded resumes, and some will not. Applicants must tailor their resumes to the unique requirements of the job or risk disqualification.

- **Time-consuming:** Since the civilian resume must convert into a standard job application, the process of applying for a single job can take over an hour. Tailoring resumes to suit different openings takes even longer. One private industry executive shared that around 60% of applicants will lose interest after 6-7 clicks on a website or after *just five minutes*.

- **Frustrating:** Feedback to the applicant is often intermittent, and not all jobs are in one place. While application status feedback is required, it is up to agency HR specialists to provide the notification, which does not always happen. Likewise, when an applicant receives a notification that they did not get a job referral, typically, they do not receive a reason, so they are left wondering why. Further, excepted service jobs are not always on USAJOBS; if an applicant does not know to look elsewhere, they miss out.

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[57] Grensing-Pophal, Lin. November 19, 2020. "Be Aware of How External Recruiters Reflect Your Employer Brand." Society for Human Resource Management. https://www.shrm.org/resourcesandtools/hr-topics/talent-acquisition/pages/how-external-recruiters-reflect-your-employer-brand.aspx

For these reasons, USAJOBS can be a barrier to attracting and hiring high-quality candidates. Users commonly refer to the site as "clunky" or a "black hole." One college interviewee shared his opinion that no one wants to look at USAJOBS, calling it a "no-go platform."

Hiring Timeline Woes: Absent recruiters to move things along, the time to get civilian talent on board continues to be a sore spot for the Department. Based on data from 840 SHRM member companies in 2022, the average time-to-fill for non-executive positions was 54

> **Time-to-fill:** The number of days from the time the job requisition opened to the time the candidate accepted the offer. The calculation uses calendar days, including weekends and holidays.

Amazon Case Study: Recruiting Success is Business Success

Jeff Bezos, founder of Amazon, has been clear from day one: "The single most important element of [Amazon's] success is recruiting." In July 2012, Bezos doubled down on this message, posting a recruiting letter to his website's home page, in place of the company's typical consumer-focused content. To him, recruiting is "not just an important HR function, it's the most important business function." Today, Amazon boasts an impressive recruiting force that increased headcount by an awe-inspiring 63% in 2021. This focus has propelled Amazon to become the second-largest private employer in the U.S., with a market capitalization of nearly $1.6 trillion.

Amazon's recruiting is constantly raising the bar with a maniacal focus on hire quality. Their HR team created a custom method for measuring the quality of new hires apart from tenured employees to support these aims. Additionally, they force managers to continually consider new hires by developing a metric to track the number they would not regret losing. During the recruitment process, Amazon uses a team of current employees that all must agree in order to extend an offer. To diffuse the pressure to hire quickly just to fill a vacancy, at least one team member must come from outside the hiring manager's office. Bezos reminds his recruiters, "I'd rather interview 50 people and not hire anyone than hire the wrong person. Every time we hire someone, he or she should raise the bar for the next so that the overall talent pool is always improving."

Focus on employee quality has put Amazon on top of nearly every list of top employers, most innovative firms, and most successful businesses worldwide. With the ebb and flow of workforce reductions over time, DoD would benefit from following Amazon's lead in maximizing performance in every billet.

Sullivan, J., Dr. (January 17, 2022). "Amazon Recruiting – A Case Study of a Giant Among Children." https://drjohnsullivan.com/articles/amazon-recruiting-case-study-part-1.
Sullivan, J., Dr. (January 24, 2022). "Amazon Recruiting – A Case Study of a Giant Among Children (Part 2 of 2 Parts)." https://drjohnsullivan.com/articles/amazon-recruiting-case-study-part-2.

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days.[58] That same year, the average in the Department was 81 days, two pay periods longer. While 81 days represents a nearly 22% improvement since 2018, the DoD must do better to compete with industry for workers. To make things worse, many leading companies are finding ways to beat the industry average by a significant margin. Streamlining the background, interview, and skills assessment process enables

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[58] Miller, S. (April 11, 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.

LinkedIn to accelerate the 'sourcing-to- offer' timeline for hard-to-source roles, like data scientists, to as little as 48 hours.[59]

The sensitive nature of working with the nation's secrets exacerbates the problem for DoD. Many occupations require a security clearance to permit an individual into a facility to conduct work. Unfortunately, the background investigation process to support clearance determination has been historically slow, landing it on the GAO's high-risk list since 2018. The defense intelligence and security community has made an asserted effort to reduce processing times in recent years. Since the Defense Counterintelligence and Security Agency took over vetting from OPM in 2019, investigation backlogs and durations have declined precipitously. It currently takes 95 days to obtain a secret clearance for the fastest 90% of applicants, down from 162 days in 2018, representing just a segment of total time-to-hire.[60]

To continue progress, the Office of the Undersecretary of Defense for Intelligence and Security OUSD(I&S) has launched new initiatives to increase efficiency while maintaining rigor. These include efforts to supplement polygraph testing with new technologies and changes to allow former federal workers to maintain their clearance, easing a return to government if they so desire. Despite their efforts, OUSD(I&S) believes the time-to-hire employees needing full security vetting will not best 180 days in the near term. For offices that cannot get employees in the door and started with unclassified work while a clearance process completes, the time-to-hire challenge amplifies.

Overwhelmed with Authorities: Since 2002, Congress has granted authorities to expedite hiring for a range of talent at both junior and senior levels, typically when critical hiring needs or severe shortages exist. For example, utilizing Expedited Hiring Authorities (EHA) for acquisition positions and college graduates and Direct Hiring Authorities (DHA) for medical, cybersecurity, and STEM experts cut process time.[61] These programs forgo USAJOBS, personnel ratings, veteran preference, and other selection requirements.[62] EHAs have been used at job fairs to offer employment on the spot.

Despite the excitement for these hiring tools, the Subcommittee interviewed several DoD leaders who acknowledged HR personnel and hiring managers require more training to determine applicability. According to an Institute for Defense Analysis (IDA) report, an Office of the Secretary of Defense (OSD) functional community manager lamented, "Many HR professionals do not know how to execute DHA and are terrified to use it. [They] often veto the use of DHA, claiming that it does not apply. Since hiring managers do not know the authorities either, they may just give up and agree to a traditional hiring approach." As a result, implementation has suffered. The DoD has failed to reach its goal for DHA utilization each of the last three quarters.

[59] Smith, M. CNBC News. (August 6, 2021). "These Industries Have the Slowest Hiring Times, According to LinkedIn." https://www.cnbc.com/2021/08/06/these-industries-have-the-slowest-hiring-times-according-to-linkedin-.html.
[60] Government Accountability Office. (Retrieved March 8, 2023). "Government-wide Personnel Security Clearance Process." https://www.gao.gov/highrisk/government-wide-personnel-security-clearance-process.
[61] Tech Talent for Defense.com. Retrieved March 6, 2023. "A Playbook for the Department of Defense: Hiring Authorities and Mechanisms." https://www.techtalentfordefense.org/resources/list-of-DoD-hiring-authorities-and-mechanisms.
[62] Scholl, D. (January 14, 2022). "Direct Hiring Authority for Federal Jobs. Federal Government Jobs. https://federaljobs.net/blog/direct-hire-authority-for-federal-jobs.

Leveraging Tools for Hiring Managers:
Interviews with private companies advocated for using data to determine where the highest quality hires originate, which tools applicants typically respond to for job opportunities, and then "pounding" those tools over and over to reach the necessary talent.

To improve time-to-hire for all roles, DCPAS recommends several methods to find candidates. As part of the request for information for this Study, the components provided feedback on the tools they consider to be most effective. Surprisingly, while 68 different tools and strategies are in use across the Department, the components identified only 12 as "high yield." While some of the 12 high yield tools are on par with those used in private industry, the DoD does not employ them to their full potential, nor are they applied consistently across all organizations. Additionally, little data is available to characterize what makes a method "high yield." Does high yield mean the most applicants, the most job offers, or the highest quality workers?

For instance, Handshake, a digital outreach tool for connecting with universities, offers a subscription toolkit where employers can access talent from non-traditional collegiate pathways. The toolkit allows employers to use educational institutions to validate skills and personality traits of potential talent. Most private-sector employers use this feature to leverage the educational institution as the arbiter of candidate quality. The DoD uses Handshake to broaden talent pools for applicant diversity but stops short of accessing its full capability to vet talent for a place in its *pipeline*. As such, the tool is suboptimal in its time-to-hire metrics, which is just one example of a tool the Department leverages without measurable gains.

> ### *Digital Outreach – A Private Sector "Go-to"*
>
> *Private-sector HR executives all said the same thing - "Digital Outreach" is their number one recruiting tool. Beyond virtual job boards, companies are using digital automation to search data sets like those on LinkedIn and Handshake for a potential match. A new recruiting tool, 'Inference,' mines terabytes of data to sift out candidates based on resumes, credentials, social profiles, and other skills.*
>
> *Automation searches for candidates using their digital information to suggest what additional education and training might be necessary to bridge skills for different roles.*
>
> *Companies post research, articles, workplace stories, and video clips linked to key job postings to keep recruits interested. When an identified candidate does not quite fit a particular position, hiring personnel use digital tools to share the profile for openings with other business sections. If proactive engagement is the gateway to the future of talent acquisition, digital outreach is the key.*

Component-Identified "High Yield" Tools or Strategies":

- Social media combined with virtual hiring events
- Occupation-specific publications, job fairs, college & university events
- Direct Hiring Authority
- Hiring expos; displays, hands-on equipment, flyers
- Digital outreach
- Local collegiate STEM programs & institutes
- Applicant Tracking System
- In-person hiring events where candidates leave with tentative job offer
- Non-competitive appointments
- Referrals
- Internships
- Professional networks

Section 2: Branding

Nearly every employer today is working diligently to build a strong brand to attract the best talent, and for good reason. When deciding where to apply for a job, 84% of job seekers say a company's reputation as an employer is important, which is why the field of talent attraction is becoming increasingly like the field of marketing. Reasons workers are motivated to stay include workplace flexibility, meaningful work, compensation, career development, and supportive co-workers. [63] In the collective mind of the labor force, these elements combine to make up the perception of a company. American Express, Accenture, Cisco Systems, Hilton, and many others have been increasing their investment into candidate and employee experience, making them sought-after employers for top talent, earning them spots on *Fortune's* "100 Great Places to Work."[64]

A Consistent Message: One talent acquisition leader communicated employer brand has only increased in a post-pandemic reality. He recommended the DoD speak continuously about its value proposition in every engagement. Another private sector HR leader shared that a best practice at his company is to provide every sourcer, recruiter, and hiring manager the same talking points to reinforce the company's value in the market. A common message helps bring clarity and consistency to the brand.

The HR team at NASA has created brand-messaging literature to equip all employees to maintain a positive brand message. In doing so, NASA has overcome its limited HR resource budget by deputizing its workforce as "NASA Ambassadors." When engineers attend external meetings or technicians are out in the community, they are prepared to discuss the agency's mission, opportunities, and key messages.

Consistent messaging is also critical for employers who have suffered brand damage, like the criticism attached to DoD's involvement in Iraq and Afghanistan. Talent leaders shared with the Subcommittee that these circumstances necessitate clear talking points to help sourcers, recruiters, and hiring managers address candidate questions openly and honestly. Messages should include background about the complexity of the situation and data to support the DoD's narrative.

Strengths and Weaknesses of the DoD Brand: Over the course of this Study, the Subcommittee heard consistent themes regarding what *current employees* see as the biggest strengths and weaknesses of the Department's employer brand:

1. *Strength - The DoD Civilian Force is Driven by a Mission Unparalleled in the World:*

   While many nations and organizations may choose similar words, the DoD is the only institution on the planet capable of delivering on the mission "to provide the military forces needed to deter war and to ensure our nation's security." Candidates and employees identify with this mission. Despite the significant delta between DoD and private sector pay, a focus on mission drives tremendous attraction and retention. It has the power to be the most important argument recruiters and hiring managers can make to acquire new talent. One Pentagon leader mentioned the necessity of helping Americans see public service as a "higher calling."

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[63] Keller, S. McKinsey & Company. (November 24, 2017). "Attracting and Retaining the Right Talent." https://www.mckinsey.com/capabilities/people-and-organizational-performance/our-insights/attracting-and-retaining-the-right-talent.

[64] Fortune.com. Retrieved January 23, 2023. "Fortune 100 Best Companies to Work For." https://fortune.com/ranking/best-companies.

Considering only one in four young adults is eligible for military service, the DoD should tout civilian service as an inspirational path to become part of the team.[65]

2. *Strength - The DoD can be an Amazing Place to Grow and Learn:*

In a 2016 Gallup poll, 59% of millennials said opportunities to learn and grow are extremely important to them when applying for a job.[66] Within the Department, civilians have access to more than 650 unique occupations, spanning roles only available in the private sector across multiple companies or industries. With positions at over 4,800 sites in 160 countries, few employers can match the geographic reach of the DoD or possibilities for career growth. While the Subcommittee believes the typical American does not understand the full breadth of opportunities afforded to them, it is clear opportunities exist. The DoD should push these points to drive a stronger employer brand.

3. *Weakness - Perception of DoD (particularly, Armed Services) as an Instrument of "Bad" Wars:*

In 2021, Gallup found 47% of Americans believe the U.S. made a mistake in sending military troops to Afghanistan, the second-highest percentage in its 20 years of polling on the topic.[67] Similarly, in an NBC News poll, 61% of Americans reported the Afghanistan War was not worth it.[68] In 2018, 48% of Americans agreed the decision to use military force was wrong.[69] Whether these views are fair or not, they underscore the impact operations can have on how people perceive the DoD—not just in the public, but in its potential candidate pools.

Additionally, Gallup recorded a five-point drop in confidence in "the military," from 69% to 64%, between 2021 and 2022, as part of a growing decline in trust across all American institutions, including the courts and Congress.[70] For those targeting technology roles, candidates may question whether the government will use their inventions, software, intellectual capital, or tools to wage wars they disagree with. Americans at large seem out of touch with the humanitarian missions the DoD is responsible for and the frequency with which DoD civilian workers contribute to altruistic missions.

4. *Weakness - DoD Pay is Below Market, Especially for Occupations in Critical Need:*

Zoomers and Millennials are concerned with student debt, income, and career progression. While outliers exist in some localities, federal workers earn less on average than their private-sector counterparts. In 2021, the disparity was 22.47% and jumped to 24.09% in 2022.[71] As a best practice, private sector employers update their pay packages through annual compensation analysis to ensure they remain competitive in the ways that matter most.

When we asked one talent acquisition leader, "Do you see the DoD as a competitor for talent?" Without hesitation, he stated an emphatic "No." In response to "Why?" the answer was simple. "Pay."

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[65] Cage, E. Military.com. (January 20, 2023). "The Military Must Do More to Help Junior Service Members Find and Pay for Child Care." https://www.military.com/daily-news/opinions/2023/01/20/military-must-do-more-help-junior-service-members-find-and-pay-for-child-care.html.

[66] Robinson, J. (October 28, 2019). Gallup Consulting. "Why Millennials Are Job Hopping." https://www.gallup.com/workplace/267743/why-millennials-job-hopping.aspx.

[67] Newport, F. (2021, November 20). "American Public Opinion and the Afghanistan Situation." Gallup.com. https://news.gallup.com/opinion/polling-matters/354182/american-public-opinion-afghanistan-situation.aspx.

[68] ibid.

[69] ibid.

[70] Wagner, E. Government Executive.com. (November 1, 2022). "New Data Suggests the Federal Pay Gap with the Private Sector is Widening." https://www.govexec.com/pay-benefits/2022/11/new-data-suggests-federal-pay-gap-widening/379181.

[71] ibid.

The problem gets worse in some areas of critical need, like cybersecurity. Although comparing roles between the public and private sector can be imperfect, a 2023 RAND study found when it comes to cyber, the information sector is willing to pay information security analysts 20% more than other private sector industries and 50% more than the public sector.[72] Inconsistencies like these are hard to overcome.

5. *Weakness—DoD Time-to-Hire is a Symbol of the Bureaucracy it Must Shed*

Most private-sector HR leaders interviewed harped on the importance of one key element during the recruiting process: *engagement speed*. Many leaders noted the level of interest a company shows a potential employee is just as important as the level the candidate shows in return. In recruiting, "interest rate" takes on a completely new meaning and is measured in "hours," not "days and weeks." In fact, some recruiting teams are now timing their processes to ensure contact is made within minutes of candidate interest to avoid losing talent to faster-responding firms. The greater the demand, the more emphasis private sector recruiting teams put on process velocity, from the first contact to the first day of work. It not only helps secure the best workers, but it also reflects the value a company places on efficiency as a business ethos. These sentiments are in stark contrast to common hiring standards and practices in the DoD, which will need to change before public perception of DoD can change too.

6. *Weakness—Perception that Federal Workers are Complacent and Lack Career Ambition*

The old idiom, "good enough for government work," is indicative of the attitude unjustly associated with federal workers. That they are always on a coffee break or a long lunch. That they are somehow underachievers or complacent just because they work for the government. Whether it is misplaced frustration or plain ignorance, the perception has permeated the public psyche and prevents some workers from considering the government for employment. A 2022 survey of 2,300 Americans found 42% thought government employees were incompetent and one-third thought they were corrupt. Many people shared the belief that those who work for the government "are just looking for an easy job."[73] While these sentiments are flat-out wrong, they exist, and a revised brand could change the minds of those who hold them.

Brand Opportunities

Opportunities exist to establish a unique defense civilian brand. While the Military Departments strive to market their distinct missions to civil servant prospects, a consistent employer brand for the entire Department would offer a lot in terms of talent permeability. If an employee identified themselves as a "DoD civilian" in addition to "Army civilian" their awareness and willingness to move to different positions within the Department may increase. The Department has a number of existing brand opportunities that would be smart to highlight as part of a future enterprise brand:

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[72] Johnson, R., Romanosky, S., & Schwindt, K. Retrieved February 28, 2023. "Comparison of Public and Private Sector Cybersecurity and IT Workforces." RAND Corporation. https://www.rand.org/pubs/research_reports/RRA660-7.html.

[73] Smith, I. (March 23, 2022). "What Does the Public Think of Federal Employees?" FedSmith.com. https://www.fedsmith.com/2022/03/23/what-does-public-think-of-federal-employees.

Save the Planet: Organizations like General Motors are tapping into new talent pools by focusing on the green and eco-friendly aspects of future work.[74] Some job candidates are excited about the possibility of being part of a large-scale transformation like the move to Green. Deloitte research from 2022 noted climate change and environmental issues are Gen Z's top concerns. Another study from Salesforce found 80% of employees want to help employers meet climate goals. These workers may not realize the DoD, the single largest consumer of energy in the U.S., is also on a mission to "go green."[75]

Humanitarian Work: During the pandemic, the DoD supplemented medical staff in the hardest-hit parts of the nation. During times of national emergency, like wildfires and hurricanes, DoD contributes to the stability of the U.S. and the quality of life all Americans enjoy; however, these activities are not always well-known to the American people. The absence of this narrative is a clear "miss" in building employer

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NASA Case Study: A Place to Come and Solve Big Problems

As skill needs evolve, so must employer brand in the marketplace. NASA realized this years ago and set about to refresh its image. Rather than double down as the "place for stability," effective but incongruent with the mindset it sought, NASA reintroduced itself as a "place to come and solve big problems."

To that end, NASA converted many permanent positions into term (not contract) roles. The agency found candidates will leave permanent positions willingly to take six- or ten-year projects. Term roles often equate to faster hiring timelines. They are also more appealing to younger generations that value flexibility and use "job-hopping" to expand their breadth and depth of experiences.

To communicate its new brand, NASA delivers key messages in videos posted to recruiting websites, voiced by the hiring managers candidates will one day meet. This blend of personalization, mission focus, and iconic imagery attracts talent and illustrates how a solid brand can sometimes have more power than a large budget.

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brand to contribute to attracting and acquiring great talent. DoD recruiters should know these stories, write points to share with candidates, and use them to build on "why" it is worth folks investing their careers into working for the DoD and its mission.

A Modern Environment: The largest category of civilian occupations is "administrative." As such, civil servants often find themselves under the fluorescent lights of cubicle farms, typical within office settings. Often, these facilities are fortified and secured to protect the nation's secrets, which means no windows and no smartphones. This environment is not the most appealing, especially to future generations. However, norms are changing. Software factories, like the Air Force Life Cycle Management Center's Kessel Run Program Office, are trading the stuffy office buildings for the modern styles top talent

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[74] Michelsen, Joan. "How EVs are Made Matters, General Motors Sustainability Chief Says." October 27, 2022.
  https://www.forbes.com/sites/joanmichelson2/2022/10/27/how-evs-are-made-matters-general-motors-sustainability-chief-says/?sh=22e4f5311459
[75] Melillo, G. (September 14, 2022). "Employees Put Pressure on Companies to Meet Climate Change Goals, But Hurdles Remain." The Hill.
  https://thehill.com/changing-america/sustainability/climate-change/3642865-employees-put-pressure-on-companies-to-meet-climate-change-goals-but-hurdles-remain.

demands. Hardwood floors, MacBook pros, teaming areas, and chic-industrial furniture, all in the heart of a major city.

The Army has moved in this direction as well. In 2018, it relocated its forward-thinking Futures Command to the high-tech University of Texas System's building in Austin, Texas, a major innovation hub.[76] In 2019, the Army transplanted its marketing headquarters from the shadows of the Pentagon to the center of Chicago. To acquire the top talent needed to perform like a leading think-tank or marketing agency, the Army has realized it needs to look the part as well. The metropolitan locations have already been a major draw for employees within the Service. In Chicago, the Army has received over 750 applicants for positions since it opened.[77] This is not your grandfather's "stodgy" DoD.

Targeted Benefits & Incentives: While pay imbalance is a real issue, the DoD has access to several recruitment incentives and special pay options to lessen the gap with the private sector. These programs are typically available for in-demand jobs and require a commitment of 3-4 years. The Federal Student Loan Repayment Program is another recruiting tool to attract younger generations concerned with mounting scholastic debt. In 2020, the DoD provided loan repayment benefits to 3,154 civilian employees across dozens of occupations, nearly $25 million in aggregate. Through a new program, DoD will provide scholarships to students studying cybersecurity in higher education. For workers seeking short term experience, these programs may be just enough to get their attention.[78]

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[76] Scott-Nabers, M. (July 20, 2018). "The U.S. Army is Moving to Austin, Texas!" Strategic Partnerships, Inc. https://www.spartnerships.com/army-moving-austin-texas.

[77] Winkie, D. (March 8, 2023). "How Embracing 'Be All you Can Be' Resurrected Army Marketing." ArmyTimes.com. https://www.armytimes.com/news/your-army/2023/03/08/how-embracing-be-all-you-can-be-resurrected-army-marketing.

[78] Office of Personnel Management. (Retrieved February 2, 2023). Policy/Pay-Leave/Student-Loan-Repayment. https://www.opm.gov/policy-data-oversight/pay-leave/student-loan-repayment/reports/2020.pdf.

Kessel Run Case Study: Re-branding DoD to Attract Top Talent

In 2018, an Air Force software program moved into an office building in Boston's North End and set up shop. It featured an open floor plan, expansive windows, and bright hardwood floors — not unlike the innovation labs of Silicon Valley or your local Apple Store. The team dressed in t-shirts and jeans and stocked the kitchenette, so employees would stay and chat over lunch. They ditched the standard PCs for Apple Products, complete with the modern software tools experienced developers expect. The uniform is a sci-fi t-shirt and blue jeans.[1] Kessel Run was the name the team chose for its re-imagined office, a homage to Hans Solo's journey, made based on disruption and speed.

So far, the experiment has worked. Developers left the private sector, many taking a substantial pay cut, to join the team in delivering software for aircraft operations in a setting that feels like a start-up. Interest within the Department is high as well. One intel analyst with skills in HTML and JavaScript volunteered for reassignment to the program. Many more have followed. Senior leaders stop by regularly. The culture and environment Kessel Run created have also paid dividends in the recruiting pipeline. The program boasts some "significant talent" on its team. In 2021, software Kessel Run developed was used to plan the evacuation of Hamid Karzai Airport, Kabul, Afghanistan, which resulted in the rescue of 123,000 men, women, and children.[1]

What is most impressive about this story is that six years earlier, the program was three years and $371 million behind schedule, then under the program name "AOC 10.2." Today, Kessel Run is one of the premier program offices in the Air Force. This transformation was more than just a name change; it was a complete makeover of the environment and culture of the organization. It is a shining example of what can happen with a positive employer brand.

Kessel Run employees gather in in their office in downtown Boston to share ideas. The program is lead by the Program Executive Officer for Digital at Hanscom, Air Force Base.

Air Force Chief of Staff Gen. Charles Q. Brown visits Kessel Run in February 2023. Kessel Run is one of the Air Force's premier "software factories."

Beachkofski, B., Col. (March 23, 2022). "Making the Kessel Run." Air & Space Forces Magazine. https://www.airandspaceforces.com/article/making-the-kessel-run; Williams, L. (September 16, 2022. "After 5 Full-Throttle Years, Kessel Run Is Settling In for the Long Haul." Defense One. https://www.defenseone.com/defense-systems/2022/09/after-5-full-throttle-years-kessel-run-settling-long-term/377279.
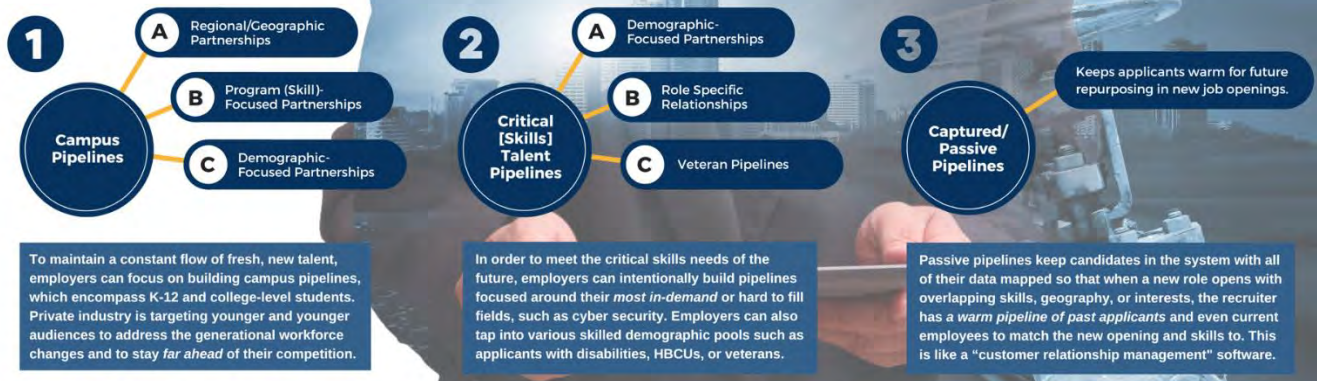
Section 3: Pipelines

For decades, employers posted jobs to their job boards and waited for top-tier talent to flood in organically. As the war for talent wages on, private industry has migrated to a new approach: *always-on talent pipelines*. This strategy allows employers to create a "talent pool" from which they proactively recruit the skills they need. Talent pipelines are important because they reduce cost and time-to-hire while increasing quality of hire.

> **Talent Pipeline:** A mechanism for ensuring a consistent flow of job candidates to fill a position; today or down the road.

TALENT PIPELINE TYPES

As the war for talent wages on, private industry has moved increasingly to a new battle plan for its most in-demand talent: maintaining *always-on talent pipelines*. There are three types of pipelines most important to manage towards.

1 Campus Pipelines
- A Regional/Geographic Partnerships
- B Program (Skill)-Focused Partnerships
- C Demographic-Focused Partnerships

To maintain a constant flow of fresh, new talent, employers can focus on building campus pipelines, which encompass K-12 and college-level students. Private industry is targeting younger and younger audiences to address the generational workforce changes and to stay *far ahead* of their competition.

2 Critical [Skills] Talent Pipelines
- A Demographic-Focused Partnerships
- B Role Specific Relationships
- C Veteran Pipelines

In order to meet the critical skills needs of the future, employers can intentionally build pipelines focused around their *most in-demand* or hard to fill fields, such as cyber security. Employers can also tap into various skilled demographic pools such as applicants with disabilities, HBCUs, or veterans.

3 Captured/Passive Pipelines

Keeps applicants warm for future repurposing in new job openings.

Passive pipelines keep candidates in the system with all of their data mapped so that when a new role opens with overlapping skills, geography, or interests, the recruiter has *a warm pipeline of past applicants* and even current employees to match the new opening and skills to. This is like a "customer relationship management" software.

For this report, there are three types of pipelines most important to consider:

1. **Campus Pipelines:** Historically, campus pipelines were synonymous with higher education partnerships. Employers once considered college hiring as their most critical talent pipeline. It is still important but is now no longer enough. Increasingly, private industry has expanded the aperture to include grades K-12 as well. Amazon, Microsoft, Micron, and IBM are just a few examples of major companies that have made huge investments nationwide in elementary, middle, and high schools to cultivate future talent.[79] Campus pipelines may have some of the longest lead times, but researchers say they are well worth the wait.[80]

2. **Critical [Skills] Talent Pipelines:** Because creating and maintaining pipelines requires time, technology, and other resources, employers intentionally create pipelines focused around specific and critical talent needs to get the greatest return on their investment. These pipelines might focus on improving the organization's diversity, equity, and inclusion goals or might tailor themselves to attract more role-specific talent (like cybersecurity, software development, or healthcare roles). Veteran

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[79] Microsoft. Microsoft DigiGirlz. Retrieved January 7, 2023. https://www.microsoft.com/en-us/diversity/programs/digigirlz/default.asp.
[80] Life at AWS Team. Amazon. (2018). "5 Ways to Nurture the Long-term Pipeline of Black Tech Talent." https://aws.amazon.com/careers/5-ways-to-nurture-long-term-pipeline-of-Black-tech-talent.

pipelines, which are specific to the DoD and defense industry, pull in unique experience and military training from veterans — a key group for re-entry into the federal workforce.

3. **Captured (or Passive) Pipelines:** Captured pipelines are made up of former applicants as well as current employees and serve as a source to mine for new and future openings. Some applicant tracking systems have evolved to resemble "candidate relationship management" software in the way it manages data on these groups. While recruiters may not closely manage relationships with all former candidates, these systems retain information, so when a new role opens, recruiters have a pipeline of former applicants to call upon to find a likely match. A candidate disqualified from one position may be perfect for another.

Please see Appendix B of this report for additional reading on the pipelines listed in this section.

Vo-Tech School Case Study: Modernizing Talent Acquisition to Attract Top Talent

A small Australian vocational-education provider was having a hard time attracting students amid the crowd of traditional universities. To improve its appeal, the school sought to hire highly qualified faculty—and fast. To accomplish its goal, the school partnered with a talent advisory firm to modernize its pipeline, outfitted with the latest HR methods.

The review included a scrub of existing hiring processes to remove inefficiencies and maximize concurrent activities, in lieu of time consuming, serial tasks. This work revealed 40 process improvements alone. As part of the overhaul, the team added "hiring manager packs," including templates, brand literature, and interview scripts to standardize and enrich candidate interactions. The school also gave its hiring managers access to a video conferencing platform to allow the flexibility to self-schedule interviews anytime, anywhere.

With this technology, along with psychometric assessments to measure personality traits, intelligence, and behavioral styles, hiring managers were able to assess multiple candidates in a fraction of the time. To help tailor messaging to reach the best talent across all demographic groups, the firm added market insight and workforce analysis tools. For internal employees, the team invented new ways to analyze internal skills for new positions.

When all was said and done, the school made over 1,000 new hires 30% faster and at 30% of the cost. Quality of faculty hires improved as well. This vocation school, once an afterthought, could now compete with the best of breed.

Randstad Sourceright. Retrieved January 13, 2023. "RPO Case Study: HR Tech-driven Recruitment Strategy Powers Transformation."
https://insights.randstadsourceright.com/case-studies/rpo-case-study-hr-tech-driven-recruitment-strategy-powers-transformation.

Modern HR Methods to Keep Pipelines Flowing: Throughout hiring processes, leading organizations use a host of modern methods to build, nurture, and streamline pipelines to recruit and retain talent most effectively. The following section provides an overview of talent tactics. For more information, see Appendix B, including key findings on parts of the pipeline outside the primary focus of this Report.

1. **Talent Sourcing:** A critical part of recruiting involves methods of widening or deepening potential applicant pools. Specifically, talent sourcing refers to the proactive identification of potential job applicants from all possible sources. Unconventional talent sourcing activities include:

   1.1. **Non-traditional Public/Private Partnerships:** Collaborations between public and private institutions are key to generating new professionals in various professions. An example is IBM's program to generate new STEM professionals in partnership with the American Association of Community Colleges.

   1.2. **Unconventional Sourcing:** This process of wielding "boomerang strategies" involves targeting non-traditional sources of talent to fill other skilled roles with tenure workers. Employers, such as the National Institutes for Health, have been working to source workers seeking to re-enter the workforce post-retirement as a means of building "knowledge transfer" and filling those perpetually unfilled roles.[81]

   1.3. **Using Skills Identification Tools:** Local employment data and skills-identification tools identify skill mixes available. Lightcast and Opportunity@Work are two purveyors of skills-identification tools that leverage employment data. Organizations currently use both to identify diverse-talent with hard-to-source skills.

2. **Engagement:** It is important to maintain frequent engagement with potential applicants through every recruitment stage to keep them "warm." In the context of recruitment, employers use three unconventional activities to ensure the health of a pipeline include:

   2.1. **Mobile Engagement with Applicants:** Some employers use mobile platforms to engage job applicants as a modern and efficient way to schedule interviews, survey applicants, evaluate processes, and offer rewards for participating in the recruitment process.

   2.2. **Skilling Credits for Applicants:** Employers can offer credits or tokens to applicants for engaging in a learning experience, such as a seminar through an online course provider. Google, Microsoft, Salesforce, Verizon, JPMorgan, and Accenture have led the way in offering credits to applicants looking to join their organization.[82]

   2.3. **Repurposing Talent for Other Roles:** Repurposing means identifying talent within an organization's applicant tracking systems, even after the applicants failed to receive another role originally. Many employers offer incentives to recruiters capable of reviewing applicant pools for other potential job fits. This approach cuts waste and ensures applicants have genuine engagement with their potential employer.

3. **Job Posting:** This phase refers to all activities involved in advertising and listing open positions in an organization. It can entail everything from crafting a job description to working with job boards to refreshing announcements. Employers use many tactics to remain the "employer of choice":

[81] Society for Human Resource Management. (October 20, 2021). "SHRM Research Highlights Lasting Impact of the 'Great Resignation' on Workers Who Choose to Stay." https://www.shrm.org/about-shrm/press-room/press-releases/pages/shrm-research-highlights-lasting-impact-of-the-'resignation-tsunami'-on-workers-who-choose-to-stay.aspx.

[82] VanderArk, Tom. "The Rise of Skills-Based Hiring and What it Means For Education. June 29, 2021. https://www.forbes.com/sites/tomvanderark/2021/06/29/the-rise-of-skills-based-hiring-and-what-it-means-for-education/?sh=39a278904fa7

Flexware Case Study: Building a Pipeline of Technical Talent

In an age when millions of workers are quitting their jobs in droves, Flexware is still experiencing solid retention and strong hires. Its success is a result of company leadership's emphasis on cultivating long-standing relationships with potential talent. The director of talent management at Flexware credits playing the long game when sourcing and hiring.

Flexware approaches recruiting as a "pipeline-building exercise." The company's strategy centers on building long-standing relationships with customers and potential employees, as well as looking for candidates with great skills who embody their organizational values and culture. If a candidate possesses these qualities but no role is open, Flexware maintains the relationship until one does. Even if the prospect moves on to take a position elsewhere, Flexware HR stays in touch.

The company cited effective technology use as key to building a talent pipeline, given that many recruiting sites have functions to create hotlists and to contact potential candidates. They also tailor communication since messaging with an engineering or tech candidate may differ from communication with a marketing or HR candidate.

Flexware has learned that recruiting strategies must continually adapt to the market, and companies need to commit the effort required to attract and land the best talent.

Klahre, B., Society for Human Resource Management. (May 9, 2022). "Case Study: Building a Pipeline of Technical Talent."
https://www.shrm.org/resourcesandtools/hr-topics/talent-acquisition/pages/case-study-building-pipeline-technical-talent.aspx.

3.1. **Posting Roles through LinkedIn Recruiter Platforms:** LinkedIn allows employers to recruit talent while identifying compatibility using a defined set of competencies. Given that LinkedIn currently hosts 875 million users, the platform is *a must* for those seeking to leverage a massive database in order to find talent with great predictive ability.[83]

3.2. **Time-bounding Potential Job Listings:** Scheduled listing and delisting of jobs on a defined cycle means that rather than wait months to pull down job postings, employers take it down after two weeks of advertising and re-post after two weeks of delisting. This method keeps job postings fresh in potential applicants' minds and builds room to react to market data.

3.3. **Pay Transparency in Job Postings with Full Career Pathing:** Achieving pay equity attracts more diverse talent pools and eliminates process waste from misguided candidates. Google, for example, has moved toward a model of listing jobs with pay data in the ads.[84]

State of DoD Pipelines Today: The elements of pipelines exist in pockets within the DoD today. For instance, the Office of the Undersecretary of Defense for Research and Engineering operates DoD STEM, committed to providing educational opportunities to students and educators of all ages and demographics. The mission is to "create a talent pool with minds for innovation, diversity of thought, and the technical agility to sustain DoD's competitive edge."[85] The program boasts 11,000 volunteers who participate as

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[83] Hootsuite. Retrieved March 2023. "47 LinkedIn Statistics You Need to Know in 2023." https://blog.hootsuite.com/linkedin-statistics-business/
[84] Liu, Jennifer. What Apple, Google, and other Big Tech Companies are Paying, based on New Salary Transparency Data. January 6, 2023. https://www.cnbc.com/2023/01/06/what-big-tech-companies-are-paying-based-on-new-public-salary-data.html
[85] DoDSTEM. Retrieved March 3, 2023. About DoD STEM/Our Impact. https://dodstem.us/about/impact/#reports.

mentors, role models, and speakers to provide meaningful connections and training to programs in schools (K-12 and up) in all 50 states, Puerto Rico, and Guam. In 2020, DoD STEM supported 207 education and outreach programs, reaching 944,021 students across the U.S.

Similarly, the Office of the Undersecretary of Defense for Personnel and Readiness operates a STEM outreach program known as STARBASE "to improve the knowledge and skills of our nation's underserved and underrepresented youth in STEM education to develop a highly skilled workforce for tomorrow."[86] Its 2020 annual report states that since 1993, it has served 1.4 million students. Similarly, the DoD's Science, Mathematics, and Research for Transformation program provides scholarships in exchange for employment in a DoD laboratory. Through the Defense Civilian Training Corps (DCTC), a new program directed by the Congress in 2019, the Department will award scholarships to students in exchange for DoD service in acquisition, science, engineering, and

> *"Your average citizen does not realize that you can come into the Defense Department and not wear a uniform."*
>
> **Senior Defense Department Official**
> August 2, 2021, DoD News

other areas of critical need. By 2023, the program is required to enroll at least 400 members. While the work these programs do is commendable, there is room to improve as an enterprise.

Spread the Word: A common frustration is that the DoD is full of "hidden jewel" programs for civilians its own employees have never heard of, let alone the public. For instance, DCTC, equitable to the Civilian version of the military's Reserve Officer Training Corps, did not come up once in the interviews or provided data for this Study.[87] Observably, under-communication is a known problem. The first goal of DoD STEM's Strategic Plan for fiscal years 2021-2025 is to "amplify public awareness of DoD STEM opportunities." While just one program, it is a microcosm of most DoD outreach efforts — so many programs go under-advertised and, as a result, under-utilized, yielding suboptimal participation.

In 2021, the DCPAS launched a new website to educate the public about opportunities available through civilian service. The interactive site features a tool to help students find scholarships, fellowships, employment, and development programs based on interest. Across all categories, the site includes information on over fifty programs. Job seekers can use the job exploration tool to find work best suited to them, which links to USAJOBS to start the process.[88] Although expansive, the site does not appear to include the full breadth of civilian employment programs available. See Appendix L for a list provided for use in this Study.

The DoD Civilian Careers website is a positive step towards closing the communication gap between opportunities and potential participants. However, as of February 2023, the site only 150 followers on Twitter, and just under four thousand views of its YouTube commercial. While a website is a resourceful tool, it is just one piece of the comprehensive communications plan the Department needs to garner the public's attention.

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[86] Department of Defense Youth Program. Retrieved March 8, 2023. DoD Starbase. https://dodstarbase.org.
[87] DaPonte-Thornton, K. (March 1, 2023). "Adopt a Talent Recruitment Solution to Spark a Movement at the DoD." Defense News. https://www.defensenews.com/opinion/commentary/2023/03/01/adopt-a-talent-recruitment-solution-to-spark-a-movement-at-the-dod.
[88] Garamone, J. (August 2, 2021). "Website Informs Civilians About DOD Opportunities." DOD News. https://www.defense.gov/News/News-Stories/Article/Article/2715857/website-informs-civilians-about-dod-opportunities.

Talent Management System Shortfalls: Without a robust database for talent management that captures *all* employee skills, not just those associated with their current occupational series or position descriptions, the Department is unable to consider its current civilian workforce as a captured pipeline. The current civilian performance system does not communicate employee career aspirations to all hiring managers. Neglecting to energize development paths for the civil-servant workforce and to leverage valuable skills for hard-to-fill roles are missed opportunities.

Among industry leaders the Subcommittee interviewed, captured pipelines were the second most common recruitment strategy. Institutional knowledge vastly accelerates the learning curve when filling a new role

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Talent Pipeline Case Study: Nestlé Purina Fills 43% of Hires from Talent Pipeline

Nestlé Purina is one company taking full advantage of the benefits of talent pipelines. In 2017, Nestlé PurinaPetCare filled 43% of the company's positions before it opened using its talent pipeline database, a digital bench of over a million prospects.

Nestlé Purina used a "pipeline in advance of need" approach via awareness and targeted follow-up through multiple channels of specific branding campaigns, enabling 22 vacancies to be filled at zero days for a role previously having taken 50 days to fill. The company also used a data-driven digital marketing approach, resulting in email-open rates of over 90+ percent, far exceeding industry averages.

Nestlé Purina publishes quarterly newsletters via email to an entire talent network to promote job openings. The company often achieves a high of 900+ new applicants and an average of 300+ new applicants, frequently within the first week. It also overcame the challenge of small and ill-suited prospect pools by running targeted campaigns through digital platforms like LinkedIn and Facebook. Contacts are then monitored and receive follow-ups with brand content relevant to their unique interest area.

Sullivan, J., Dr. (March 5, 2018). "Talent Pipeline Case Study - Nestlé Purina Reaches an Amazing 43 Percent of Hires." ERE Recruiting. https://www.ere.net/talent-pipeline-case-study-nestle-purinas-reaches-an-amazing-43-percent-of-hire.

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and saves on recruitment expenses. 'Eightfold' is a talent management tool organizations often use to match internal employee skills with new vacancy opportunities. Private-sector businesses post positions internally first; if no one is a good fit, then the post goes external. This strategy is not only how industry strengthens and grows its own but also how it boosts morale and cultivates constructive culture.

No Referrals: Like most corporate leaders, the DoD has a method for referring qualified candidates for an open position. Through OUSD(P&R) policy, Components are permitted to establish programs to grant referral bonus awards to employees who bring new talent to fill hard-to-fill, mission-critical positions. Unlike most corporate leaders, the Department doesn't seem to leverage referral programs as frequently. Only one DoD organization identified referrals as a strategy they utilize to fill positions on the survey conducted for this report. This is in stark contrast with usage in the private sector.

SHRM reports employee referrals as the nation's number one source of new hires by a wide margin, with 60-70% of new hires identified through a formal employee referral program.[89] Google has seen promising yields from its referral program and, in return, invested in it heavily. The company is now taking steps to expand it to "endorsements," where employees can receive a bonus if a candidate they endorsed receives a job and meets the program's performance criteria. Amazon has a program too. Over 11% of its hires are attributed to referrals, which pay the referring employee a bonus up to $5 thousand.[90]

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[89] Maurer, R. (June 23, 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.

[90] Sullivan, J., Dr. (January 24, 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.

Section 4: Metrics

Data propels organizations forward. However, there is a difference between *having* data and *using it effectively*. The director of talent at one leading software-recruiting firm stated, "It's easy to create metrics that count activities but don't tell you much about performance."[91] Metrics are critical to make sense of data and to effectively measure outcomes that show if an organization is achieving its strategy.

Hiring & Recruiting Metrics in the DoD: The DoD is no stranger to metrics. At the enterprise level, the Department documents HR data goals in its Strategic Management and Human Capital Operating Plans. ADVANA, the Department's enterprise analytics platform, hosts a portion of them as part of a set of business health metrics the Secretary and Deputy Secretary of Defense reviews.[92] While a baseline exists, there is room to improve.

The Subcommittee examined the aforementioned documents, in addition to other component metric lists provided in support of this Study, to compare DoD hiring and recruitment measures to private-industry best practices. Overall, the findings revealed 32% alignment with those predominantly used in the private sector. From this review, it appears DoD Civilian HR managers are measuring many important indicators leaders want to know (e.g., time-to-hire, number of applicants, internship quantity), but there was no evidence of metrics to tell the real performance of its talent acquisition endeavors.[93]

For instance, there were no metrics to measure the quality of the hire, recent hire retention rate, or the candidate's experience with the recruiting process. The DoD knows how long it takes to onboard a new hire but knows less about the quality of work, whether the new employee stays, or how it could better reach a new team member.

Many of the partnership, internship, and outreach programs we encountered had information about the number of participants and locations they serve but lacked the statistics to help discern return on investment. Specifically, the number of participants who went on to take DoD civil jobs at the end of their program and how well they performed in those roles. The IDA report on "Accessing Critical Skills in the DoD" found that "... other than the Air Force's participation in FIRST Robotics, it is difficult to quantify the number of recruiting leads generated from these outreach efforts, and even more difficult to track forward from student participants to future employees."[94]

With the growing concern over the aging workforce, the Subcommittee was somewhat surprised the Department was not tracking a retirement risk metric either. Many companies track the number of retirement-eligible employees in relation to the total population to give this concern an objective number. Some focus the analysis within groups of key employees where quality of loss is most relevant, for

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[91] Maurer, R. Society for Human Resource Management. (June 17, 2016). "Targeted Recruiting Metrics Will Improve Hiring."
https://www.shrm.org/resourcesandtools/hr-topics/talent-acquisition/pages/targeted-recruiting-metrics-will-improve-hiring.aspx

[92] Defense Civilian Personnel Advisory Services. "Strategic Management and Human Capital Operating Plan" Retrieved January 4, 2023.
https://www.dcpas.osd.mil/hrfunctionalcommunity/policyandgovernance/humancapitaloperatingplan.

[93] Defense Civilian Personnel Advisory Services. (June 2022). "Fiscal Year 2022 – Fiscal Year 2026 Department of Defense Civilian Human Capital Operating Plan." https://www.dcpas.osd.mil/sites/default/files/DoD%20HCOP%20FY22-26_3%20June%2022%20%28003%29.pdf.

[94] Union Pacific. "2020 Building America Report." Retrieved January 11, 2023. https://www.ida.org/research-and-publications/publications/all/a/ac/accessing-critical-skills-in-the-department-of-defense.

example, in STEM. Industry experts recommend trending the risk rate with the retirement rate (actuals) to understand how likely the risk will become reality.[95]

Oversight: Throughout the Study, the Subcommittee learned of Undersecretary of Defense for Personnel & Readiness (USD(P&R)) plans to hire a highly qualified expert to serve as the Chief Talent Management Officer for the Department. This activity is in line with a DBB recommendation from the *Strengthening Defense Department Civilian Talent Management* Study. The leader will, among other duties, provide policy, guidance, and oversight to lead the development and execution of a talent management strategy across the Total Force. The strategy will encompass all talent management phases to include attracting talent for employment within the DoD.

The addition of a CTMO has the potential to be a *game-changer* for talent management if armed with the authority and resources to confront the complex challenges of a sprawling people enterprise. The right analytics will be important too — the pulse by which to measure progress towards filling 10-thousand openings today and the dynamic needs of tomorrow.[96] Executives need data to inform decisions, hold others accountable, and understand where to help. Without meaningful data, the CTMO will be hard-pressed to understand the strategy's effectiveness, to offer informed policy, or to accomplish real oversight across the enterprise. Research indicates the inaugural CTMO will have a hill to climb once in place.

Department leaders the Subcommittee spoke with described the current state of people data within the Department today as fractured. Reports and datasets vary by component. Return on investment (for HR programs) is difficult to measure. Data aggregation is painful. One senior leader lamented, "We can't do metrics enterprise-wide. We have to go to each component and ask them what went wrong." This process must change for the CTMO to have a chance at transforming talent acquisition across DoD.

Popular Private Sector Metrics & Practices: Private industry has much to offer to help the DoD mature its people metrics program.

Quality of the source is one metric that private industry uses to help resource allocation within their pipelines. Instead of measuring the quantity of applicants each recruiting source provides (job fair, social media, in-house referral, etc.), it measures how far applicants get in the hiring process from a particular source. One HR analyst reported, "Some job boards will give you a huge volume of applicants, but that doesn't mean that they will be relevant to the role."[97] A metric like this would help DoD maximize outcomes from a constrained civilian recruiting budget.

While time-to-hire is a mainstay, many firms benchmark against an industry standard. Different sectors can have drastically different hiring timelines. For instance, a LinkedIn study found engineering and technical positions to have the longest average time-to-hire (49 days), while those in sales and customer service move through at a faster pace (33 days).[98] HR experts also recommend considering the median in addition to the mean (average) in all metrics, as it is less sensitive to outliers and more indicative of what candidates are experiencing.

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[95] Society for Human Resource Management. (2019). "HR Metrics. Change Management: Leading Successful Organizations."
https://www.shrm.org/learningandcareer/learning/team-training/pages/navigating-change-driving-your-organization's-improved-performance.aspx.
[96] DoD Civilian Careers. Retrieved January 5, 2023. https://www.dodciviliancareers.com/civiliancareers.
[97] Maurer, R. Society for Human Resource Management. (June 17, 2016). "Targeted Recruiting Metrics Will Improve Hiring."
https://www.shrm.org/resourcesandtools/hr-topics/talent-acquisition/pages/targeted-recruiting-metrics-will-improve-hiring.aspx.
[98] Anders, G. (August 4, 2021). "Can You Wait 49 Days? Why Getting Hired Takes So Long in Engineering." https://www.linkedin.com/pulse/can-you-wait-49-days-why-getting-hired-takes-so-long-george-anders.

In addition to time-to-hire, corporate HR leaders are looking at other metrics to gain insights into hiring efficiency. Leaders are delving into the minutia of hiring "supply chains" with workflow conversion rates that measure the duration of each step in the process to identify where things go awry. Data the Subcommittee received for this Study indicates the DoD has baseline durations for each of the 14 phases of OPM's common hiring process, which is half the battle to utilizing this tool. Offer-acceptance rate is another popular metric, as it shows companies details about the expectations they are setting during engagements. The percentage of candidates who accept the job offer reveals a lot about recruiting communication. One hiring manager explained that "this metric captures everything along the way — if the candidate experience went well, you gave the candidate a good compensation along the way."[99]

HR Dashboards - The figure above depicts a standard dashboard used by most private industry HR departments to visualize their data. The histograms provide corporate leaders a quick way to see where parts of their pipeline are lagging so they can make decisions to best correct course.

Civilian Force Health and Readiness Metrics: As this Report mentioned, the mission of DoD is to "provide the military forces needed to deter war and to ensure our nation's security." When leaders like the Joint Staff and Congress want to know the readiness of the military force to fulfill its mission, DoD

Top Metrics for Improving Talent Acquisition Insights & Outcomes
- Recruiting funnel effectiveness: time-in-step, number of qualified applicants, time-to-hire
- Diversity and Inclusion measures
- "Hiring velocity" (% of jobs filled on time)
- Recruiting effectiveness (yield by technique)
- Cost per hire
- Fill rates as an input to internal or external agency recruiting decisions
- Sourcing channel effectiveness
- Candidate and hiring manager satisfaction with the hiring process
- Candidate satisfaction of the onboarding process
- Critical occupations retention rates over the first three years
- Top reasons employees quit (from exit interviews)
- Quality of hire

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[99] Anders, G. (August 4, 2021). "Can You Wait 49 Days? Why Getting Hired Takes So long in Engineering." https://www.linkedin.com/pulse/can-you-wait-49-days-why-getting-hired-takes-so-long-george-anders.

turns to the Defense Readiness Reporting System. DRRS is the DoD's system of record for military readiness data. The system's basic function is telling senior leaders whether a unit is resourced, trained, and prepared to execute the mission.

When senior leaders want to understand the health of the civilian service to fulfill its support role to the armed forces, there is no similar system to consult. Although it contributes nearly one-third of the population of the Total Force and fulfills many operational support roles that warfighters count on (maintenance, supply, engineering, healthcare, intelligence, etc.), an overall assessment of whether it is ready to execute is absent. While not a talent acquisition metrics system per se, such a database would illuminate the shortfalls of the civilian workforce to guide recruiting efforts in the pipeline.

Brillio Case Study: Innovative Talent Acquisition Practices

Brillio has isolated and addressed the key challenges around talent acquisition -- quality of hire, fulfillment predictability, and turnaround time -- using contemporary and emerging methodologies and a constant feedback loop of metrics for identifying improvements. These metrics include quality of hire, offer-to-acceptance ratio, and turnaround time.

Each data point improved with the right metrics and an 11-pronged approach for talent acquisition. Amazingly, 45% of total hires made in 2016 were rated "outstanding" and "exceeds expectations," along with a 280% increase in offer acceptance. The offer-to-acceptance ratio exceeded 86%, including millennial hires, with an 85% join ratio from campuses. Turnaround time improved by 45%, and the 100+ day recruitment cycle fell to 54 days.

Brillio's focus on metrics allowed them to sharpen the recruitment process to improve success rates in a highly competitive, rapidly changing, and time-constrained industry.

Kurian, J. Dr. & Mafruza, S. Dr. December 18, 2022. "Innovative Talent Acquisition Practices: A Case Study of Brillio.com." Brillio. https://bwevents.co.in/hr-excellence-awards/files/Brillio-Talent-Acquistion-case-study-Final.pdf.

Section 5: Legal, Policy, and Organizational Challenges

The Subcommittee identified important *legal, policy, and organizational* impediments to building and streamlining a successful civilian accessions pipeline in the DoD. As this Report mentions, an effective talent pipeline will provide timely, convenient, and less costly access to prospective candidates. It is crucial to remove all inhibitors to pipeline development, both internal and external to DoD.

Functional Community Limitations: The DoD developed the "functional community" construct to manage the myriad of HR considerations across the life cycle in a way that addresses the many distinct DoD occupations. When fully realized, functional communities assess workforce competency gaps, develop recruiting strategies to fill needs, and provide career roadmaps to help employees meet their professional goals. Component- and department-level senior executives lead each functional community, managing and advocating for the development of their groups. The DoD has entrusted these communities with workforce planning and civilian human capital management. They are a major actor in talent acquisition and are critical to the future of DoD pipelines. One senior leader told the Subcommittee, "The [Department] lacks the ability to account for all positions on USAJOBs to identify where shortfalls are. The DoD relies on the functional communities and services for that."

Unfortunately, not all functional communities are created equal. In interviews for the *Strengthening Defense Department Civilian Talent Management* Study, one HR leader remarked that only a few of the 24 communities were achieving the Department's intended goals. Many of them failed to reach their full potential because they:

- Do not hold lines of programming — communities lack the budget to invest in unique development programs;

- Consider functional community management as an additional duty — many managers do not have the time to provide the necessary attention; and

- Lack organic staff with HR expertise — many staff struggle to navigate the hiring authorities, incentives, and pay flexibilities best suited to attract and retain the workforce.

The common thread across successful communities is that they are largely derived from and receive regulation from the law. For instance, the fiscal year (FY) 2012 National Defense Authorization Act (NDAA) (Public Law 112-81) establishes the financial management's professional certification standards. The Defense Acquisition Defense Workforce Improvement Act (DAWIA) and 10 U.S.C. § 1724 set the qualification requirements members of the contracting workforce must meet.[100]

Over time, these legal necessities spurred the planning and resources that have resulted in significant career development ventures. Today, both financial managers and contracting officers attend classes at a college the DoD built and operates to ensure compliance with competency standards. Workers must attend seminars and refresher courses between certification levels to achieve "continuous learning points." In

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[100] U.S. House of Representatives. (n.d.). 10 USC 1724; Defense Acquisition Defense Workforce Improvement Act. Office of the Law Revision Counsel United States Code. Retrieved February 28, 2023.
https://uscode.house.gov/browse/prelim@title10/subtitleA/part2/chapter87/subchapter2&edition=prelim.

this way, communities maintain a knowledge baseline and ensure employees receive continuous training on new authorities, best practices, and modern techniques.

Legal impetus for an HR training and certification program, like acquisition and financial management communities use, is necessary to force the Department to invest in the structured HR learning it needs. The educational lapses that exist today come at the detriment of all functional communities — inadequate HR professional development is bad for all.

The 180-Day Hiring Prohibition on Military Retirees: As described earlier in this Report, Congress has shown willingness over the last several decades to support the Department with additional authorities and pathways to acquire the best talent possible for the Total Force. Of the legal hurdles to talent acquisition that remain, the one the Subcommittee has heard most about is Title 5 U.S.C. § 3326 restriction on DoD employment of military retirees.[101] In short, the law imposes a 180-day waiting period between the retirement of a service member and appointment to a DoD civilian position. The intent was to keep military officers from creating positions for themselves to transition to upon retirement. In practice, it has cost the Department countless skilled workers who depart for private industry, unable to sit unpaid waiting for government work.

However, the FY2021 National Defense Authorization Act provided some relief to the unintended consequences of this statute. The provision allows the Secretary to waive the 180 days for competitive service positions at or below the level of general schedule 13 (or equivalent), located at core logistics industrial base facilities, and have been certified as lacking sufficient candidates. The relief is temporary and will expire in 2024. Prior to expiration, Congress requires the Department to provide it a report detailing how often it used the waiver.[102]

While relief is welcome news, the scope is still somewhat narrow. For instance, Air Force Materiel Command leaders the Subcommittee talked with were concerned about losing stealth coating technicians retiring from the F-22 depots because they couldn't hire them back quickly as civilians. The waiver would be helpful in this case. However, it is not clear if the NDAA would help alleviate the loss of operators (e.g., fighter pilots) from taking jobs within requirements shops or acquisition program offices to share their experience and unique expertise at a location not typically deemed part of the "core logistics capability." Through the feedback mechanism required in the law, there is opportunity for the Department to forge an even better solution.

Federal Classification System Limitations: The federal workforce classification system, made up of hundreds of occupational series within different pay grades, came into establishment in 1949 to create a standard framework for providing equal pay for equal work. OPM primarily manages the system in collaboration with stakeholders across the agencies. The law requires agencies to use complex standards that OPM developed to determine a position's pay grade and position. Over time, classification expertise has diminished, and standards have not kept up with the work. Job candidates are left with lots of unanswered questions. What is the difference between a program analyst and a financial analyst? Why

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[101] FindLaw.com. 5 U.S.C. § 3326 U.S. Code; Unannotated Title 5. Government Organization and Employees § 3326: Appointments of retired members of the armed forces to positions in the Department of Defense - last updated January 01, 2018. https://codes.findlaw.com/us/title-5-government-organization-and-employees/5-usc-sect-3326.

[102] Cisneros, G. R., Jr. (September 21, 2021). Under Secretary of Defense Memorandum for DoD Temporary Authorization to Immediately Appoint Retired Military Members of the Armed Forces to Certain Positions in the Department of Defense.

do they belong to the same functional community as the robotics process automation specialist in the miscellaneous series? Why is artificial intelligence not listed as an occupation at all?[103]

For decades, civilian HR has been stuck trying to manage a complex workforce with a system many groups have recommended for overhaul since the early 1990s. As recently as June 2022, the GAO followed up with OPM on their recommendation to "improve the federal classification system to keep pace with the evolving nature of work." Citing a lack of funding, OPM has made little progress. While not its primary responsibility, DoD would benefit from a modern, effective federal classification system. A simpler, more flexible system, able to adapt to evolving DoD requirements and to describe all functions available in the workforce, is necessary for candidates and HR personnel alike.

"Nobody in their right mind would devise the hiring system like the one the federal government has right now. It's too complicated, it's too lengthy, it doesn't actually produce the results it's designed to produce."

Jeff Neal, former Department of Homeland Security CHCO

Ambiguity in Talent Management Oversight: During the Study, interviewees raised concerns about the oversight for talent management of the Total Force required for the future. The DBB included this previously in the *Strengthening Defense Department Civilian Talent Management* Study.[104] Several interviewees identified DCPAS, a Defense Human Resource Activity (DHRA) unit, as the central leader of DoD civilian HR. However, while DCPAS serves as an operational resource, it has no requirement or responsibility to source talent or to offer Department-wide accountability for talent operations. A recent DoD report to the Congressional Armed Services Committees on Investments in the National Security Human Capital noted DCPAS was [only] meant to be a data and information resourcing operation to assist managers seeking civilian talent.[105]

By charter, DCPAS only offers consulting, resources, and training if a component requests it. In addition, DCPAS ensures HR practices align to current policy; develops tools and programs to support workforce development; and delivers solutions and strategies to bridge the gap between policy, process, and technology to strengthen mission readiness.[106] For all the valuable functions DCPAS performs, it does not provide oversight of talent management for the entire Department. Oversight happens at the functional community and component levels. These groups occasionally meet to share lessons learned but have yet to engage the enterprise in a way that will reform and propel the workforce into one fit for the modern era. Additional, focused executive leadership at the CTMO level will offer HR the Department-level coordination, advocacy, reporting, and accountability it needs for resources, promulgation of best practices, and streamlined internal regulation.

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[103] National Partnership for Reinventing Government. Retrieved February 22, 2023. "Reinventing HR Management: Reform the General Schedule Classification and Basic Pay System. https://govinfo.library.unt.edu/npr/library/reports/hrm02.html.

[104] U.S. Department of Defense, Defense Business Board. (May 15, 2022). "Strengthening Defense Department Civilian Talent Management." https://dbb.defense.gov.

[105] Cisneros, G. R., Jr. (November 4, 2022). U.S. Department of Defense. "Report on DoD Investments in National Security Human Capital." [Memorandum]. https://www.defense.gov/reports.

[106] Defense Civilian Personnel Advisory Services. Charter. December 18, 2022. https://www.dcpas.osd.mil/hrfunctionalcommunity/whoishrfunctionalcommunity/hrfccharter.

For all its potential, the placement and power of the CTMO in the OUSD(P&R) hierarchy will be critical to its effectiveness. Leadership currently envisions the CTMO as a direct report to the Undersecretary with responsibilities to lead talent acquisition strategy development for the Department. Moving down the "org chart," CTMO authorities in relation to other OUSD(P&R) offices appear more advisory and collaborative than directive. The CTMO's focus is on strategy, while the power to actually implement and execute the business transformation is left to *someone else*. This structure will be problematic if they do not share the CTMO's perspective. In 2021, the Air Force's Chief Software Officer, also hired as a highly qualified expert, resigned from his post. Chief among his reasons was that he lacked the resources and authority to bring the change expected of him. He simply grew tired of continuously chasing support and money to do his job. [107] It would be an error to repeat this lesson with the CTMO.

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[107] Barnett, J. Fedscopp.com. (September 2, 2021). "Air Force Software Chief Nic Chaillan Resigns." https://fedscoop.com/air-force-software-chief-chaillan-resigns.

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.

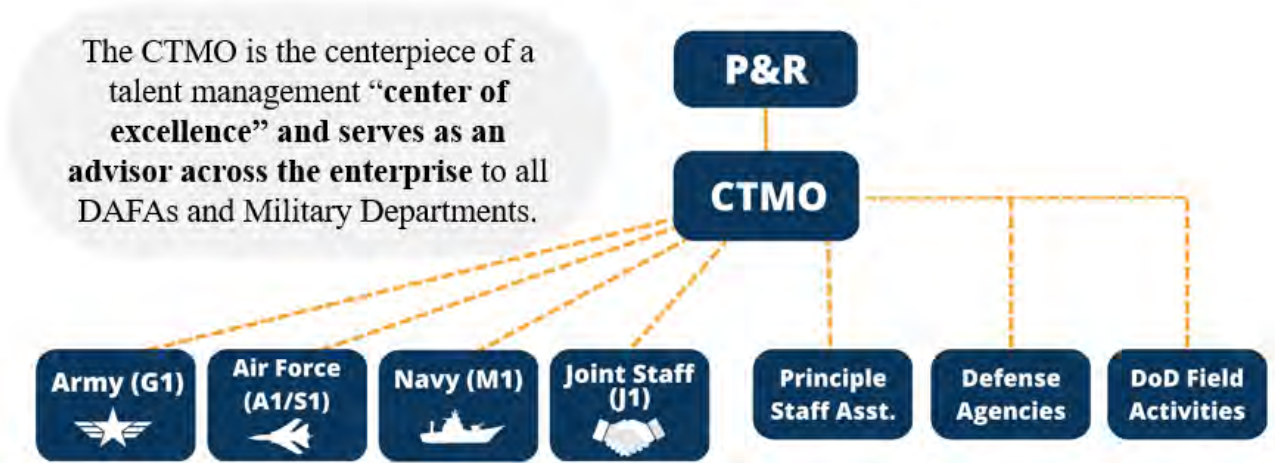4.3.   Consider leveraging DRRS to measure and monitor civilian workforce readiness.

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 CMTO 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.

Table of Appendices

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Appendix A: Recommendations Roadmap

The following is a notional guide to implement the proposed recommendations for DoD talent pipelines. The Subcommittee recommends the Deputy Secretary of Defense, via memorandum, direct the CTMO to identify an Office of Primary Responsibility (OPR) for each of the recommendations below to begin implementation. OPRs will develop a plan of action and milestones to brief the Deputy's Workforce Council (DWC). The steps are ordered based on logical sequencing as well as the assumed magnitude of the change/length of time to enact. While there are some dependencies across these roadmap items, some steps can be implemented in parallel or started, and timeline optimized, depending on resources, final implementation schedules, review, and sign-on.

1. Formalize a civilian recruiting function:

   a) Rec. #1.1: Recognize a corps of civilian sourcers & recruiters.

      i. Work with OPM to assign an occupational series for better identification and tracking. [Memo + 3 months]

      ii. 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). [Memo + 6 months]

   b) Rec #1.2: Establish an authoritative catalog for civilian programs.

      i. Conduct an enterprise audit to ensure it is fully inclusive of all available programs and opportunities. [Memo + 3 months]

      ii. Capture data from participants of these programs to mine as a talent pipeline. [Memo + 6 months]

   c) Rec. #1.3: Provide information to military recruitment centers on how to connect with civilian recruiters [1.a.i. + 6 months]

   d) Rec. #1.4: Task JAMRs to conduct market research. [Memo + 6 months]

   e) Rec. #1.5 Purchase enterprise licenses for recruiting tools. [4.a. + 1 year]

2. Establish a Defense Civilian Service Brand:

   a) Rec. #2.1: Develop a unique value proposition/employer brand for DoD civilians. [Memo + 1 year]

   b) Rec. #2.2: Promote unique civil servant culture. [Memo + 1 year]

   c) Rec. #2.3: Create and distribute brand messaging literature to train sourcers & recruiters. [1.a.i., 2.a. + 6 months]

   d) Rec. #2.4: Hold focus groups with young workers. [Memo + 6 months, then every 2-3 years]

   e) Rec. #2.5: Leverage social media. [Memo + 6 months]

   f) Rec. #2.6: Develop internal communications plan to equip "brand ambassadors." [2.c. + 6 months]

3. Build Civilian Talent Pipelines:

a) Rec. #3.1: Formalize DoD talent pipelines by integrating existing activities & leveraging new methods to improve workforce planning, AI tools, and outreach. [1.a., 2.a., + 1 year]

4. Institute Metrics Recommendations:

   a) Rec. #4.1: Implement HR metrics from the Business Health Metrics Study and adopt additional talent acquisition measures recommended here. [Memo + 1 year]

   b) Rec. #4.2: Improve time-to-hire metrics. [Memo + 6 months]

   c) Rec. #4.3: Consider DRRS for measuring civilian readiness. [Memo + 2 years]

5. Remove legal, policy, and organizational challenges:

   a) Rec. #5.1: Request the President's Pay Agent confer with the DoD on civilian pay. [Memo + 2 years]

   b) Rec. #5.2 Submit a legislative proposal to revise the 180-day freeze on hiring retired military. [Memo + 1 year]

   c) Rec. #5.3 Request OPM modernize all occupation classification codes. [Memo + 3 years]

   d) Rec. #5.4 Ensure the CTMO is appropriately resourced. Revise organizational structure to give authority to direct DCPAS.

      i. Draft and obtain signature on a memorandum from the Deputy Secretary of Defense to communicate and codify CTMO responsibilities and authorities within the Department. [Memo + 6 months]

      ii. Make the CTMO a permanent term position with an explicit performance contract measured and reviewed bi-annually. [Memo + 2 years]

   e) Rec. #5.5: Engage OPM to simplify and improve hiring tools. [Memo + 4 years]

   f) Rec. #5.6: Implement a skill-tracking system to capture all competencies. [Memo + 2 years]

   g) Rec. #5.7: Establish a certification program for the HR community. [Memo + 5 years]

   h) Rec. #5.8: Submit an issue paper for underfunded talent acquisition requirements. [Memo + 1 year]

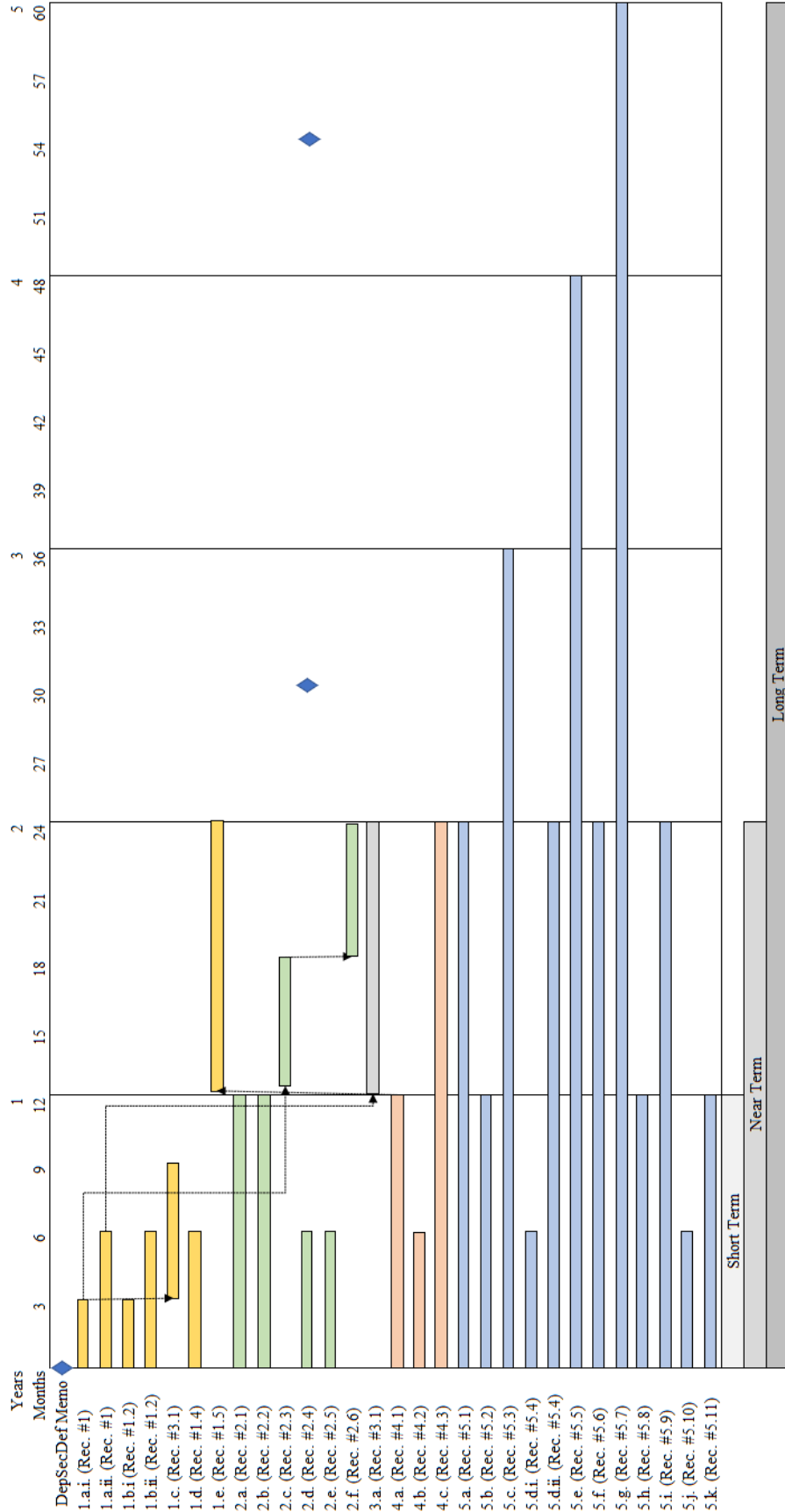   i) Rec. #5.9: Expand term and temporary positions. [Memo + 2 years]

   j) Rec. #5.10: Increase utilization of the employee referral program for quality civilian candidates. [Memo + 6 months]

   k) Rec. #5.11: Establish primary job function for talent acquisition professionals. [Memo + 1 year]

Building a Civilian Talent Pipeline Implementation Roadmap Timeline

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Appendix B: Pipelines

As the war for talent wages on, private industry has moved increasingly to a new battle plan for its most in-demand talent. Maintaining always-on talent pipelines is critical, and the DoD would benefit from employing this approach to help it attract, recruit, retain, and convert the best and brightest civilian talent into and throughout the DoD. Four essential pipelines include Campus, Critical (Skilled) Talent, Captured/Passive, and Veterans, which drive down time-to-hire while driving up quality of hire.
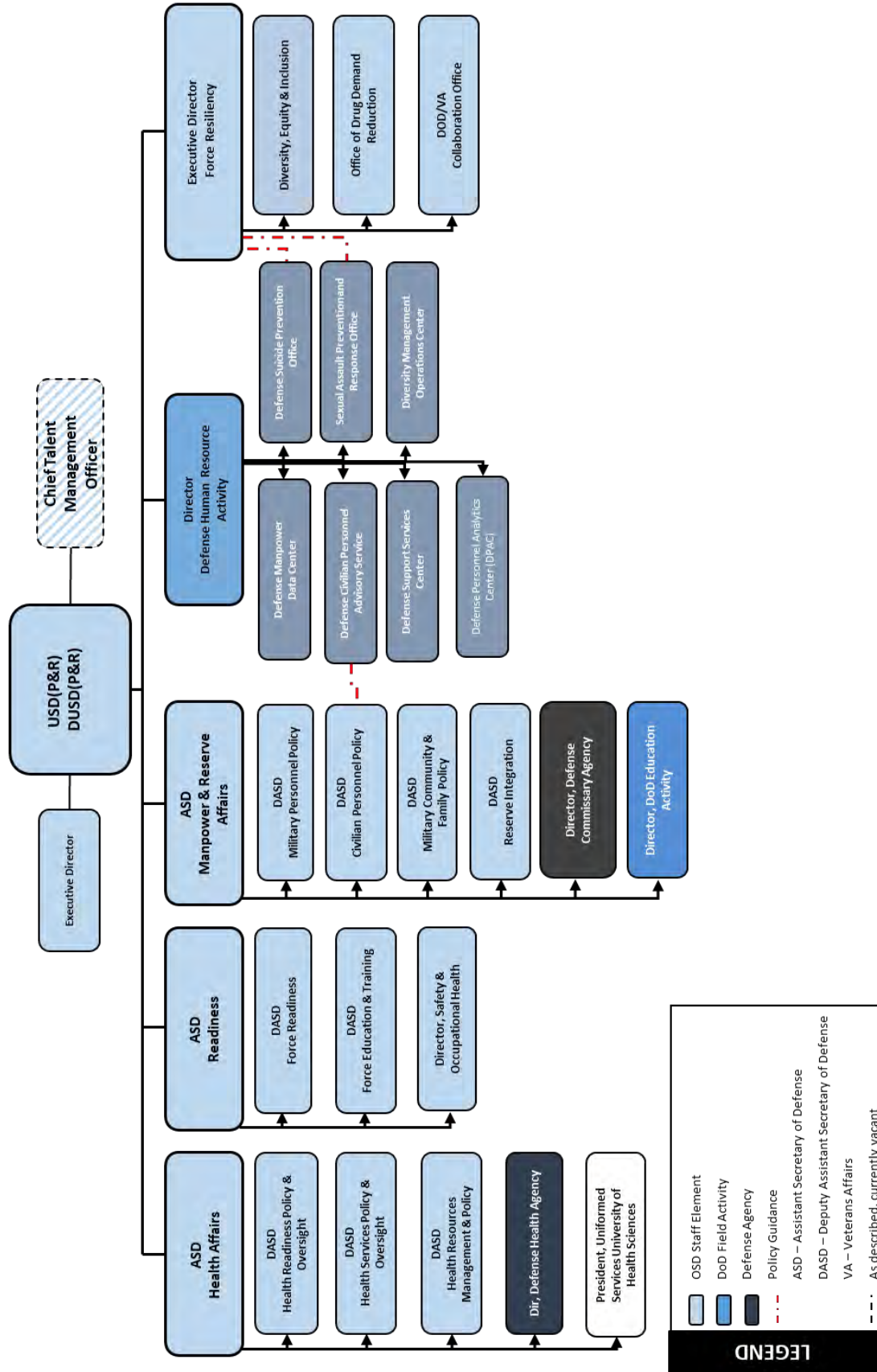
1. **Campus Pipelines** likely have the longest lead time and can begin in K12 scenarios but typically are attentive to higher education partnerships. Private industry is targeting younger and younger audiences to address the generational workforce changes and to remain far ahead of their competition; the Campus Pipeline would introduce the DoD and engage talent at an early stage.

    a. *Regional/Geographic Partnerships* are generally less focused on a particular program or job code and are more focused on the relationship between campus leaders and employer recruiters to share information. Geographic partnerships are important for regional employers who may find it, otherwise, difficult to identify candidates willing to relocate to rural or remote areas.

    b. *Program (Skill)-Focused Partnerships* aim to capitalize on the overlap in the kind of talent an organization needs and the strong skillsets graduates possess from studied programs. A former Campus Program lead, shared with the Subcommittee, a large employer forwent screening candidates and instead extended job offers to Computer Sciences graduates, based on its partnership with the school and the quality of students it is known to graduate.

    c. *Demographic-Focused Partnerships* are instrumental in working with employers to attract and recruit a more representative workforce, so partnerships with Historically Black Colleges or Universities (HBCUs), Hispanic Serving Institutions (HSIs), and organizations like the Workforce Recruitment Program for College Students with Disabilities (WRP) have grown in recent years to help employers identify talent while still in school.

2. **Critical Skill Talent Pipelines** are intentionally created with a focus on specific, critical, and timely talent needs. To better meet the critical skills needs of the future, employers intentionally build pipelines focuses around their most in-demand or hard-to-fill fields.

    a. *Demographic-Focused Partnerships* are designed to help employers build a robust and diverse pipeline of future candidates for future job postings. Employers remain engaged through sponsoring and reaching out at events like "Women in Tech," "Blacks in Technology," and the Grace Hopper Conference.

    b. *Role Specific Relationships* are key to recruiting difficult-to-source talent, like cybersecurity, software engineering, or healthcare roles. Employers often seek to maintain warm relationships with potential candidates, even without a current job requisition.

3. **Captured (or Passive) Pipelines** are applicant tracking systems that have evolved to closely resemble "candidate relationship management" software. While recruiters may not proactively keep in touch with former candidates or recent new hires, their data remains mapped in the system so that when a new requisition is open with compatible skills, geographic areas, or interests, the recruiter accesses this pipeline to tap into former applicants and current employees who have already been vetted.

4. **Veterans Pipelines** is one of the best possible pipelines for the DoD to tap into for civilian talent. Every day, the DoD relinquishes hundreds of talented employees from the Armed Services to the private sector. This talent has a deep understanding of the inner workings of the services and has invested in skills and philosophy compatible with the Department's mission.

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Appendix C: OUSD(P&R) Organizational Chart

Chief Talent Management Officer

USD(P&R) DUSD(P&R)

Executive Director

ASD Health Affairs

- DASD Health Readiness Policy & Oversight
- DASD Health Services Policy & Oversight
- DASD Health Resources Management & Policy
- Dir, Defense Health Agency
- President, Uniformed Services University of Health Sciences

ASD Readiness

- DASD Force Readiness
- DASD Force Education & Training
- Director, Safety & Occupational Health

ASD Manpower & Reserve Affairs

- DASD Military Personnel Policy
- DASD Civilian Personnel Policy
- DASD Military Community & Family Policy
- DASD Reserve Integration
- Director, Defense Commissary Agency
- Director, DoD Education Activity

Director Defense Human Resource Activity

- Defense Manpower Data Center
- Defense Civilian Personnel Advisory Service
- Defense Support Services Center
- Defense Personnel Analytics Center (DPAC)
- Defense Suicide Prevention Office
- Sexual Assault Prevention and Response Office
- Diversity Management Operations Center

Executive Director Force Resiliency

- Diversity, Equity & Inclusion
- Office of Drug Demand Reduction
- DOD/VA Collaboration Office

LEGEND

- OSD Staff Element
- DoD Field Activity
- Defense Agency
- Policy Guidance
- ASD – Assistant Secretary of Defense
- DASD – Deputy Assistant Secretary of Defense
- VA – Veterans Affairs
- As described, currently vacant

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Appendix D: Terms of Reference

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

OSD005567-22/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

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Appendix E: DBB Presentation to the Board

FY2023 Assessment of the Department of Defense
Building a Civilian Talent Pipeline

AN INDEPENDENT DBB REPORT — FY23-03
Examining public- and private-sector perspectives, approaches, and methods used to build talent pipelines to meet emerging mission needs and to cultivate relationships with the U.S. population.

March 17, 2023

Task
The Deputy Secretary of Defense directed the DBB to:

- Identify best recruiting practices from the public and private sectors.

- Recommend new recruiting mechanisms and programs to establish a "pipeline" for a diverse, equitable, and inclusive civil servant talent pipeline.

- Review existing recruiting incentives and recommend changes to improve the effectiveness of recruiting efforts, messaging, and value propositions.

- Identify factors that affect the attractiveness of DoD as an employer.

- Compare the metrics and methodologies DoD uses against public sector.

- Identify and recommend changes to any organizational, policy, or legal impediments to streamlining or improving the civilian accessions pipeline.

- Address any other related matters determined relevant to this task.
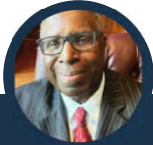
The Subcommittee
Talent Management, Culture, and Diversity Subcommittee

Secretary Deborah James
DBB Chair

Jennifer McClure
Chair Lead

GEN Johnnie Wilson
Co-Chair

Gen Larry Spencer

Joe Anderson

Cheryl Eliano

Alex Alonso

Matthew Daniel

Oscar Munoz

DBB Staff	**Jennifer Hill** Executive Director	**MAJ Jamaal Kirkland** Army Military Rep	**Lt Col Kyle Harrington** Air Force Military Rep	**Dr. Sherri Malace** Senior Advisor	**Janice McLaury** Research Analyst	**Gwyneth Murphy** Analyst

Approach & Methodology

Study Scope
Conducted seven months of study and interviewed 25+ DoD leaders and private-sector Talent Acquisition professionals with a focus on talent sourcing, engagement, and job posting.

Enterprise Survey
Conducted a survey across all DoD components. Focus areas included: critical occupations, recruitment strategies, brand messaging, and pipelines.

Data and Literature Review
Analyzed and synthesized data from 20+ organizations and from a comprehensive literature review to provide context for findings.
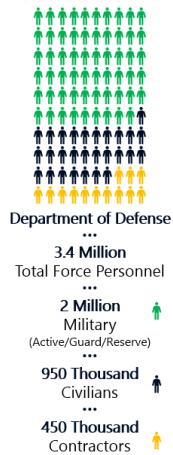
Background

- **Civil Servants are the "backbone" of the Total Force.**
  - Essential to warfighter readiness in a variety of roles
  - Opportunity to serve "outside the uniform"
  - Provides continuity
  - Cost-effective

- **The Department is operating in a "War for Talent," challenged by:**

| Market Stressors	DoD-Unique Stressors
• Aging Labor Force • Decreasing Workforce Participation • Global Competition for Talent • Rising Need for "Knowledge Workers"	• Gap in Pay • Waning Appeal to Younger Workers • Wave of Federal Retirements • Great Power Competition

Department of Defense
...
3.4 Million
Total Force Personnel
...
2 Million
Military
(Active/Guard/Reserve)
...
950 Thousand
Civilians
...
450 Thousand
Contractors

Call to Action

- **Tipping Point:** The DoD Talent Acquisition approach must change.
  - Global adversaries are gaining ground.
  - The problem extends well beyond STEM hires.
  - Look beyond today's fill rates –
    future workforce planning is admittedly flawed.
  - Outsourcing cannot and will not solve every problem.

- DoD must follow private industry in
  embracing the **talent pipeline** to:
  - Expedite hiring
  - Expand talent skillsets
  - Achieve better retention
  - Reduce talent acquisition cost
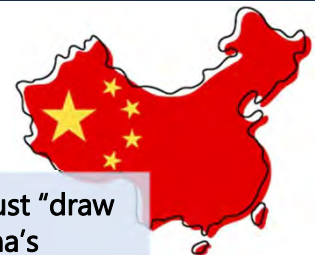
U.S. policymakers must "draw inspiration from China's emphasis on talent" or risk tighter competition.
- Brookings Institute

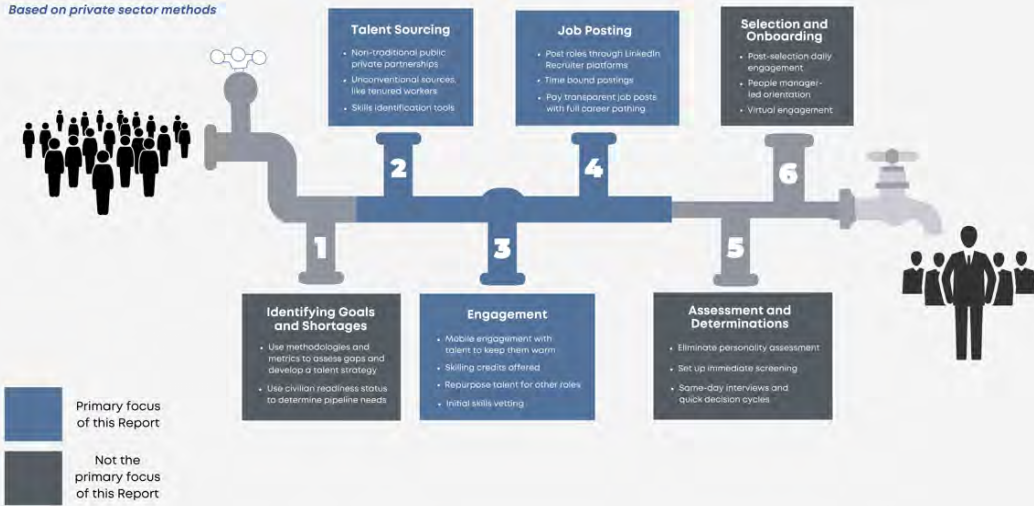**DoD must strive to become the "Employer of Choice."**

Talent Pipelines

DoD Pipeline Roadmap
Based on private sector methods

Talent Sourcing
- Non-traditional public private partnerships
- Unconventional sources like tenured workers
- Skills identification tools

Job Posting
- Post roles through LinkedIn Recruiter platforms
- Time bound postings
- Pay transparent job posts with full career pathing

Selection and Onboarding
- Post-selection daily engagement
- People manager-led orientation
- Virtual engagement

Identifying Goals and Shortages
- Use methodologies and metrics to assess gaps and develop a talent strategy
- Use civilian readiness status to determine pipeline needs

Engagement
- Mobile engagement with talent to keep them warm
- Skilling credits offered
- Repurpose talent for other roles
- Initial skills vetting

Assessment and Determinations
- Eliminate personality assessment
- Set up immediate screening
- Same-day interviews and quick decision cycles

Primary focus of this Report

Not the primary focus of this Report

Observations & Findings

Recruiting

- **Civilian recruiting in the DoD is:**
  - Decentralized — approach varies across components
  - De-emphasized — not primary job; busy HR specialists have to recruit between other tasks
  - Underfunded — many HR centers lack sufficient budget for tools, travel, outreach, and personnel
  - Limited — 42% of Americans are unaware that Civil Service jobs exist
  - Hindered — inefficient hiring systems with sporadic feedback (USAJOBS)
  - Complex — complicated hiring authorities, unique job codes, and pay scales
  - Lengthy — average private-sector time-to-hire is 27 days shorter than the Department

- **Private sector views recruiting as the lifeblood of the business.**
  - Evolves to include more specified HR roles – sourcer, coordinator, recruiter
  - Leverages digital tools, artificial intelligence, and data to focus resources
  - Focuses intently on ROI, outputs, and outcomes
  - Cultivates pipeline talent, speeding the hiring process

Observations & Findings

- "Employer brand" is important to job seekers.

- A consistent DoD message is key to promote strengths & address weaknesses:
    - Unparalleled work and mission *(strength)*
    - Opportunities to grow and learn *(strength)*
    - Perception as an instrument of "bad" wars *(weakness)*
    - Below market pay *(weakness)*
    - Lengthy hiring process *(weakness)*
    - Negative stereotypes around federal employees *(weakness)*

- Opportunities exist to establish a defense civilian brand:
    - "Go green" environmental efforts
    - Humanitarian assistance
    - Shifts to modern office climate
    - Targeted benefits and incentives

Observations & Findings

- Talent pipelines ensure a constant flow of talent into the organization.
    - Campus Pipelines
    - Critical Talent Pipelines
    - Captured (Passive) Pipelines

- Private sector uses a host of methods to build & maintain:
    - Talent Sourcing
    - Pipeline Engagement
    - Job Posting

- State of DoD Pipelines
    - Pipeline engagement programs exist, but awareness, marketing, ROI data is lacking.
    - Skills database does not exist to match current employees to new opportunities.
    - Employee referral bonuses exist but are underutilized.

Observations & Findings

- **DoD has a baseline set of recruiting metrics, but they should evolve.**
  - Only a third of current recruiting metrics in common with private sector
  - Minimal measures for ROI and outcomes
  - Lack of enterprise oversight and accountability; CTMO could help

- **Metrics fuel private-sector pipelines, many of which are applicable to DoD:**
  - 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
  - Offer-to-acceptance rate to measure the big picture

- **Civilian readiness is not measured nor factored into Total Force readiness.**

Observations & Findings

It is crucial to address major challenges to pipeline development:

- **Organizational**
  - There is ambiguity in talent management oversight; CTMO could help.
  - Civilian human capital management is left to functional communities (some good/bad).

- **Legal – 180 day hiring prohibition on retired military**
  - FY21 NDAA provided waiver to workers at core logistics facilities.
  - DoD has opportunity to work with Congress to expand scope when waiver expires in 2024.

- **Policy – Federal classification system limitations**
  - Occupational series:
    - Have not kept up with evolving, modern work roles
    - Complicate hiring and confuse managers and job seekers alike

Recommendations Summary

- The following charts provide recommendations in five key areas.

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

Each recommendation is sequenced in the Report's roadmap for tasking by DepSecDef memo

1. Formalize a Civilian Recruiting Function

Recommendations Summary

1.1 Formally recognize a corps of civilian sourcers and recruiters to source, assess, cultivate, and recruit talent the Department needs.

1.2 Establish an authoritative source to catalog all DoD partnership, internship, educational, and scholarship programs for recruiters to use.

1.3 Provide information to 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 on working in 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

Recommendations Summary

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.

2.2 Draw on prior accomplishments to promote the contributions of the defense civil servant in the brand. Promote the culture by recognizing its unique oath, history, heroes/heroines, and culture.

2.3 Create and distribute brand messaging literature to train sourcers, recruiters, and other HR professionals to ensure messaging its 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.

2.5 Leverage social media platforms like LinkedIn, Handshake, and Instagram as well as create and share multimedia promotional content 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."

3. Build Civilian Talent Pipelines

Recommendations Summary

3.1 Lead and integrate current DoD HR activities to maximize use of existing pipeline programs/resources.

3.1.1 Improve workforce planning to understand needs of future workforce.

3.1.2 Use artificial intelligence to mine and analyze data that identifies where the highest quality hires originate.

3.1.3 Cultivate pipeline(s) through outreach to seek, attract, connect, and engage candidates and current employees using recruiters.

4. Institute Metric Recommendations

Recommendations Summary

4.1 Implement the human resources metrics from the DBB's *Business Health Metrics* Study. Incorporate public- and private-industry best practice talent acquisition metrics as well. (next slide)

4.2 Parse out and measure distinct phases of the time-to-hire metric; include mean and median computations.

4.3 Measure and monitor civilian workforce readiness; consider leveraging existing capabilities like Defense Readiness Reporting System (DRRS).

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4. Institute Metric Recommendations

Top Talent Acquisition Metrics

- Recruiting funnel effectiveness: time-in-step; number of qualified applicants; time-to-hire
- Diversity and inclusion measures
- "Hiring velocity" (% of jobs filled on time)
- Recruiting effectiveness (yield by technique)
- Cost-per-hire
- Fill rates as an input to internal or external agency recruiting decisions
- Sourcing channel effectiveness
- Candidate and hiring manager satisfaction with the hiring process
- Candidate satisfaction of the onboarding process
- Critical occupations retention rates over the first three years
- Top reasons employees quit (from exit interviews)
- Quality of hire

5. Remove Legal, Policy, and Organizational Challenges

Recommendations Summary

5.1 Confer with the President's Pay Agent to pursue competitive pay with industry.

5.2 Submit legislative proposal to revise 180-Day Military member delay for DoD civil service.

5.3 Request OPM modernize all occupation classification codes & definitions.

5.4 Revise OUSD(P&R) organizational structure to allow the CTMO ability and authority to direct DCPAS resources to build talent pipelines.

5.5 Engage OPM to improve hiring tools.

5.6 Implement a skills-tracking system to capture all employee competencies.

5. Remove Legal, Policy, and Organizational Challenges

Recommendations Summary

5.7 Submit a legislative proposal to establish a professional certification program to strengthen the HR functional community.

5.8 Submit issue paper(s) for significantly underfunded talent acquisition requirements; use pipeline metrics to track savings.

5.9 Expand term and temporary civilian position options.

5.10 Increase utilization of referral bonuses for recruitment and hiring across all components.

5.11 Establish primary job functions for talent acquisition.

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Conclusion

- The War for Talent will intensify; stressors will heighten competition for skills.

- The DoD must embrace talent pipelines or risk losing ground in the great power competition.

- The DoD must elevate talent acquisition to a *burning* priority, as China has.

Recommendations Roadmap

Recommendations	Implementation	Timeline in Months
1. Formalize a Civilian Recruiting Function		
	1.1 Recognize a corps of civilian sourcers & recruiters: Work with OPM to assign an occupational series for better identification and tracking.	3 Months
	1.1: Recognize a corps of civilian sourcers & recruiters: Establish an annual DoD recruiting symposium/seminar for all sourcers, recruiters, HR specialists, and hiring managers. Attendees could earn credit toward HR certification.	6 Months
	1.2: Establish an authoritative catalog for civilian programs: Conduct an enterprise audit to ensure it is fully inclusive of all available programs and opportunities.	3 Months
	1.2: Establish an authoritative catalog for civilian programs: Capture data from participants of these programs to mine as a talent pipeline.	6 Months
	1.3: Provide information to military recruitment centers on how to connect with civilian recruiters.	Rec. 1.1 + 6 Months
	1.4: Task JAMRs to conduct market research.	6 Months
	1.5: Purchase enterprise licenses for recruiting tools.	Rec. #4.1 + 12 Months
2. Establish a Defense Civilian Service Brand		
	2.1: Develop a unique value proposition/employer brand for DoD civilians.	12 Months
	2.2: Promote unique civil servant culture.	12 Months
	2.3: Create and distribute brand messaging literature to train sourcers & recruiters.	Rec. 1.1, 2.1 + 6 Months
	2.4: Hold focus groups with young workers.	6 Months, then every 2-3 years
	2.5: Leverage social media.	6 Months
	2.6: Develop internal communications plan to equip "brand ambassadors."	Rec. 2.3 + 6 Months
3. Build Civilian Talent Pipelines		
	3.1: Formalize DoD talent pipelines by integrating existing activities & leveraging new methods to improve workforce planning, AI tools, and outreach.	Rec 1.1, 2.1 + 12 Months

Recommendations	Implementation	Timeline in Months
4. Institute Metrics Recommendations		
	4.1: Implement HR metrics from the Business Health Metrics Study and adopt additional talent acquisition measures recommended here.	12 Months
	4.2: Improve time-to-hire metrics.	6 Months
	4.3: Consider DRRS for measuring civilian readiness.	24 Months
5. Remove Legal, Policy, and Organizational Challenges		
	5.1: Request the President's Pay Agent confer with the DoD on civilian pay.	24 Months
	5.2 Submit a legislative proposal to revise the 180-day freeze on hiring retired military.	12 Months
	5.3: Request OPM modernize all occupation classification codes.	36 Months
	5.4 Ensure the CTMO is appropriately resourced. Revise organizational structure to give authority to direct DCPAS. Draft and obtain signature on a memorandum from the Deputy Secretary of Defense to communicate and codify CTMO responsibilities and authorities within the Department.	6 Months
	5.4 Ensure the CTMO is appropriately resourced. Revise organizational structure to give authority to direct DCPAS. Make the CTMO a permanent term position with an explicit performance contract measured and reviewed bi-annually.	24 Months
	5.5: Engage OPM to simplify and improve hiring tools.	48 Months
	5.6: Implement a skill-tracking system to capture all competencies.	24 Months
	5.7: Establish a certification program for the HR community.	60 Months
	5.8: Submit an issue paper for underfunded talent acquisition requirements.	12 Months
	5.9: Expand term and temporary positions.	24 Months
	5.10: Increase utilization of the employee referral program for quality civilian candidates.	6 Months
	5.11: Establish primary job function for talent acquisition professionals.	12 Months

Appendix F: Board Member Biographies

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JENNIFER MCCLURE
FOUNDER & CEO, UNBRIDLED TALENT, LLC

Jennifer McClure is an entrepreneur, keynote speaker, and high-performance coach who works with leaders to leverage their influence, increase their impact, and accelerate results.

Frequently recognized as a global influencer and expert on the future of work, strategic leadership and innovative people strategies, Jennifer has decades of in-the-trenches leadership and executive experience working in and with startups, privately held companies, and Fortune 500 organizations in a variety of industries.

As a top-rated keynote speaker, Jennifer has shared her insights with thousands of leaders at conferences and corporate events around the world. Clients include Procter & Gamble, General Electric, IBM, SAP, Oracle, Bloomberg, Charles Schwab, Stryker, LinkedIn, Notre Dame University, Society for Human Resource Management, Association for Legal Administrators, and Association for Talent Development.

In her informative and entertaining keynote programs and workshops, she shares a blend of research, best practices, case studies and storytelling which leaves audience members inspired and motivated to take action when they return to work.

Jennifer is also the Chief Excitement Officer of DisruptHR, a global community designed to move the collective thinking forward when it comes to talent in the workplace, and she hosts a weekly podcast - Impact Makers with Jennifer McClure - sharing conversations with practitioners, entrepreneurs, authors and speakers who are changing the world while building careers that they love, and lives that matter.

GENERAL JOHNNIE WILSON, USA (RET)
FORMER PRESIDENT & CHIEF OPERATING OFFICER, DIMENSIONS INTERNATIONAL, INC.

Johnnie Wilson is a retired Four-Star United States Army General. His generous service to the Ordnance Corps led to him being inducted into the Ordnance Corps Hall of Fame. Wilson was born on February 4, 1944 in Baton Rouge, Louisiana. His father worked in a steel mill and his mother worked part-time at a movie theater. Wilson is the second oldest of 12 kids. He is married to Helen McGhee and the couple have three children: Johnnie, Jr., Charlene, and Scott.

Wilson entered the Army in 1961 as an enlisted soldier and rose to the rank of Staff Sergeant. He served 2 years in the 7th Special Forces Group prior to attending Officer Candidate School (OCS). Upon his completion of OCS in 1967, he became a Second Lieutenant in the Ordnance Corps. The following year he was promoted to First Lieutenant and the year after that, Captain. From 1969 to 1970, Wilson spent a year in South Vietnam where he served as Commander of Company C, 173rd Support Battalion (Airborne). In 1971, he studied at the United States Army Ordnance School at Aberdeen Proving Ground in Maryland. He then obtained his Bachelor of Science in Business Administration from the University of Nebraska at Omaha in 1973. While in Omaha, Wilson became very involved with his community by becoming the president of university's Pen and Sword Society representing veterans on the campus. Further, he served as a student representative on the campus legislature. Wilson also earned his Master of Science in Logistics Management from the Florida Institute of Technology in 1977.

In 1988 when Wilson was still a Colonel, he was assigned to serve as the interim Deputy Commanding General, 21st TAACOM, the most diverse logistics unit in the Army. The acronym stands for Theater Army Area Command and this unit was responsible for preparing for war with the Soviet Union and supporting major operations in neighboring theaters. In 1989, Wilson was promoted to Brigadier General and in 1994 he became a Lieutenant General. From 1994 to 1996, Wilson was the Deputy Chief of Staff for Logistics for the U.S. Army in Washington D.C. In 1996, he was promoted to Four-Star General. Because of his success, Wilson was quickly promoted to Commanding General of the United States Army Materiel Command. With this position, Wilson was in charge of 68,000 people (most of whom were civilians) in 350 different locations around the world. During his service he served five overseas tours : Germany(3),France and Vietnam.

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General Wilson retired from the military in 1999 after 39 years of service. The awards and people (most of whom were civilians) in 350 different locations around the world. During his service he served five overseas tours : Germany(3),France and Vietnam.

General Wilson retired from the military in 1999 after 39 years of service. The awards and decorations Wilson received in the military include the Distinguished Service Medal (with oak leaf cluster), the Legion of Merit (with oak leaf cluster), the Bronze Star (with two oak leaf clusters), the Meritorious Service Medal (with two oak leaf clusters), the Army Commendation Medal, Master Parachutist Badge, Special Forces Tab, Army Staff badge, and the Army Good Conduct Medal.

Following his retirement from 1999 to 2007, Wilson became the President and Chief Operating Officer of Dimensions International, Inc., a firm that provides aviation-related products to analyze and process information coming from radar systems, air traffic control computers, and communication systems. Dimensions provided logistics around the world. As a result of Dimensions
success it was acquired by Honeywell Corp. Wilson remained with Honeywell thru the fall of 2009.

Since retirement, he has served with the following entities Morgan State Board of Regents, Washington First Bank Board of Directors, ROCKS Intl, Career Communications Group, Alpha Phi Alpha, and Sigma Pi Phi. He was also nominated by U.S. Secretary of State Colin Powell to serve on the board of the Truman Library Institute. Wilson also received the Meritorious Service Award from the NAACP and the Lifetime Achievement Award from U.S. Black Engineer magazine. General Johnnie Wilson Middle School in Lorain, Ohio was named after General Wilson.

ALEX ALONSO
CHIEF KNOWLEDGE OFFICER SOCIETY FOR HUMAN RESOURCE MANAGEMENT

Alexander Alonso, PhD, SH RM-SCP is the Society for Human Resource Management's (SHRM's) Chief Knowledge Officer leader research, insights, and innovation functions, as well as the SHRM Foundation. His career portfolio includes more than $100 million across new revenue streams based upon practical thought leadership designed to make better workplaces for a more inclusive world. In fact, Dr. Alonso was recognized as an inaugural member of the Blue-Ribbon Commission on Racial Equity in the Workplace, a coalition designed to foster equitable and inclusive cultures. His research has been featured in numerous outlets including USA Today, NBC News, BBC, CNN, and more. He has served as a member of several speaker's bureaus with more than 400 speaking engagements over the last decade being called "one of the most effective communicators of data in recent memory by HR Magazine.

His works have been recognized for their contribution to real-world human capital issues. They include being recognized with SIOP's 2007 M. Scott Myers Award for Applied Research in the Workplace for developing the federal standard for learning and development of healthcare providers; a 2009 Presidential Citation for Innovative Practice by the American Psychological Association for designing performance management systems; and the 2013 SIOP Distinguished
Early Career Contributions for Practice Award for extensive applied research on the link between human resource management and organizational sustainability.

Throughout his career, he has published works in peer-reviewed journals, authored several chapters on community-based change initiatives in workforce readiness, and authored books like The Price of Pettiness, Talking Taboo: Making the Most of Polarizing Topics, and Defining HR Success: A Guide to the SHRM Competency Model in Practice. Alex also serves as a columnist analyzing major trends in the workforce for TIP and HR Magazine. He has served on several professional society boards including as president for the Personnel Testing Council of Metropolitan Washington Area. Alex currently serves on the SIOP Foundation Board of Directors, the North American HR Management
Associations (NAHRMA) board and the Zeal Capital Advisory board. He is a Fellow of SIOP, Division 14 of the American Psychological Association.

JOSEPH ANDERSON
CHAIRMAN & CHIEF EXECUTIVE OFFICER, TAG HOLDINGS, LLC

Mr. Joseph B. Anderson, Jr. born in Topeka, Kansas, graduated from the United States Military Academy at West Point with a Bachelor of Science Degree in Math and Engineering. He subsequently received two master's degrees from the University of California, Los Angeles. In May 2016, Mr. Anderson received the Distinguished Graduate Award from The United States Military Academy at West Point honoring him for his lifetime of achievement.

During his military career, Mr. Anderson commanded troops as an infantry officer in the 82nd Airborne Division and served two tours of duty with the 1st Cavalry Division in Vietnam. Mr. Anderson and the infantry platoon he commanded in Vietnam were subjects of the highly acclaimed documentary film "The Anderson Platoon". The documentary has been shown in more than 20 countries and has won several awards to include the Oscar of the Academy Awards and an Emmy. Mr. Anderson's military awards include two silver stars, five bronze stars, three Army Commendation Medals and eleven Air Medals. While in the Army, Mr. Anderson was selected to be a White House Fellow and worked as Special Assistant to Secretary of Commerce, Juanita Kreps for one year.

Following his service with the United States Army, Mr. Anderson began his business career with General Motors serving in increasing levels of responsibility with his final position operating a business unit with 7,000 employees and revenue of $1billion dollars. After 13 years of service at General Motors, Mr. Anderson began his entrepreneur experience and is currently Chairman and CEO of TAG Holdings, LLC, which owns several manufacturing service and technology-based entities currently based in North America. These businesses have served a variety of industries including automotive, heavy equipment, aerospace, and defense.

Mr. Anderson serves on the Board of Directors of Business Leaders for Michigan; Board of Directors of Michigan Aerospace Manufacturers Association (MAMA). He also serves as Chairman, Federal Reserve Bank of Chicago-Detroit Branch. His community involvement includes Chairman of the Board of the National Recreation Foundation. Mr. Anderson is a past chairman of the U.S. Department of Commerce Manufacturing Council.

CHERYL ELIANO
DISTRICT 10 NATIONAL VICE PRESIDENT, AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES

Cheryl Eliano is District 10 National Vice President of the American Federation of Government Employees, representing more than 40,000 federal workers in Texas, New Mexico, Louisiana, Mississippi, and Panama. Eliano was first elected the position in May 2014 and she was re-elected to another three-year terms in 2017 and 2020.

Eliano's mission for District 10 is to provide exceptional leadership and service at all levels and locations within Texas, New Mexico, Louisiana, Mississippi, and Panama. Eliano began working for the federal government in 1979 as a commissary cashier in Munich, Germany. After a brief break in service, she returned to federal employment in the mid-80s and retired in 2014 to serve as national vice president.

Prior to being elected as the AFGE District 10 national vice president, Eliano served as president of AFGE Local 1920 for more than 11 years. She made history by becoming the first female elected to serve a full term as president of the local. She also was the first person to serve in three major functions of the local: secretary/treasurer, chief steward, and president.

Eliano scored numerous achievements during her time leading AFGE Local 1920, which represents Army civilians at Fort Hood, Texas. She helped organize and lead employee rallies to oppose the Department of Defense's National Security Personnel System and fought the contracting out of civilian positions on base. She helped create a labor-management forum to address workplace issues proactively, helping to avoid costly and disruptive disciplinary actions, and also created a program to train employees and managers on workplace discrimination, employee assistance programs, and other personnel issues. She also was instrumental in implementing alternative work schedules for Fort Hood employees.

She sits on the executive boards of the Texas Workforce Commission, the Texas AFL-CIO, the Texas Gulf Coast Area Labor Federation, and the Texas Labor-Management Conference. She is a member of the Killeen Chamber of Commerce and currently serves as chair of the AFGE National Executive Council's Organizing committee. She recently was elected as a Board Member of the AFL-CIO 2021. Eliano is also a licensed Evangelist Missionary at her church in Copperas Cove, Texas.

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Eliano is the proud recipient of numerous awards honoring her commitment to the labor movement, including several leadership awards for maintaining labor-management partnerships at Fort Hood and several certificates of achievements for conducting labor-management training at Fort Hood. She also received a humanitarian award from the NAACP. A native of Brooklyn, New York, Eliano attended the New York City College of New York for her Nursing Degree. She also holds certifications from the University of Maryland, New Mexico StateUniversity, and Central Texas College of Killeen, Texas. Eliano lives in Nolanville, Texas, with her husband Perry. They have five children and three grandchildren.

THE HONORABLE DEBORAH LEE JAMES
CHAIR, DEFENSE BUSINESS BOARD

From December 2013 through January 2017, Deborah served as the 23rd Secretary of the United States Air Force with responsibility for 660,000 military and civilian personnel and a budget of nearly $140 billion. She was the second woman to ever lead a military service in the United States. Prior to this role, she served as President of SAIC's Technical and Engineering sector, a $2 billion, 8,700-person enterprise. Earlier in her career, Deborah held other P&L positions, and worked in the legislative branch of government and the Department of Defense. Deborah has deep expertise in strategic planning, risk management, public policy, cyber security, space, logistics and innovation. Deborah is an accomplished speaker on business and government topics including issues in national security and world affairs, politics in Washington, business transformation leadership, mergers and acquisitions, cost reduction strategies, and diversity and inclusion. Deborah is the author of the new book Aim High: Chart Your Course and Find Success, and she periodically appears on MSNBC, CBS, and other national news programs.

Previous Experience
- 23rd Secretary of the United States Air Force
- SAIC, President, Technical and Engineering Sector
- SAIC, Executive Vice President, Communications and Government Affairs
- SAIC, General Manager, Command and Control Business Unit
- Business Executives for National Security (BENS), Executive Vice President and Chief Operating Officer
- Assistant Secretary of Defense, Reserve Affairs, DOD
- Vice President, United Technologies, International Operations and Marketing
- Armed Services Committee, US House of Representatives

Education
- Columbia University, School of International & Public Affairs - MIA, International Affairs
- Duke University - AB, Comparative Area Studies

Today's Affiliations
- Member, Board of Directors: Textron, Unisys, Noblis, Systems & Technology Research, Firefly Aerospace, Atlantic Council, Locator X, Penfed Foundation, Improbable LLC
- Advisor: Beacon Global Strategies LLC, Leanln.org, Massachusetts Institute of Technology, Lincoln Laboratory, Ursa Major Tech, SOSi

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- Executive Mentor, Merryck & Company
- Senior Advisor, Center for Strategic and International Studies
- Special Advisor, Bain & Company
- Special Advisor, Avascent

Deborah Lee James is the 23rd Secretary of the Air Force, former President at Government contractor SAIC, and an accomplished author, speaker, and advisor. Drawing upon 3 decades of leadership experience in both the public and private sectors, Deborah helps organizations navigate through complex strategic and tactical challenges to achieve their goals, enhance performance and transform their businesses.

Deborah provides advice on team building, organizational change management, relations with the Federal Government, cyber security, space, and transformational technology. She is an accomplished keynote speaker and enjoys working one-on-one as an Executive Mentor with C-suite level professionals. Finally, Deborah serves on various for profit and non-profit Boards of Director. Deborah became a member and Chair of the Defense Business Board upon her appointment in September 2021.

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OSCAR MUNOZ
RETIRED CHAIRMAN, PRESIDENT & CEO UNITED

Oscar Munoz served as CEO of United Airlines from Sep 2015- May 2020, before becoming Executive Chairman of the Board, until recently retiring from that role in May 2021.
During his tenure as CEO, United achieved a rapid turnaround, delivering industry-leading operational reliability as well as sustained financial success, with stock value increasing 54% during that period. Mr. Munoz himself was credited with reestablishing United's relationship of trust with its own employees and the customers and community whom they serve. Those efforts earned strong support and praise from United's largest employee unions and resulted in steadily increasing levels of customer satisfaction.

Under Mr. Munoz' leadership, United sustained an impressive track record for leveraging its unique logistical resources and expertise to benefit communities across the United States and around the world, partnering with federal and local entities in order to deliver vital supplies and personnel to where they were needed most – especially during the Covid-19 pandemic - dramatically expanding the United States' ability to respond to pressing humanitarian crises.

Mr. Munoz also firmly established United, one of the largest carriers by volume, as the aviation industry's prime leader toward achieving an environmentally sustainable future, making historic investments in biofuel technology, next-generation efficient aircraft and seeding innovators on the electrical aviation frontier.

As Executive Chairman of UAL, Munoz seized a primary role in helping marshal the global response to the pandemic – partnering with government and administration leaders in support of employees, overseeing the airline's recovery efforts and working to bring a diverse coalition of people together to create a broad-based, inclusive vision for national economic renewal.

Previously, Oscar served as president and chief operating officer of the North American rail-based transportation supplier CSX Corp. A decade of excellent financial performance, including a boost in operating income of nearly 600 percent, earned CSX recognition on the list of Most Honored Companies by Institutional Investor magazine.

Oscar previously served as Chief Financial Officer and Vice President of Consumer Services at AT&T Corporation. He's also served as Senior Vice President of Finance and Administration for U.S. West,

Regional Vice President of Finance and Administration for Coca-Cola Enterprises, and has held various finance positions at PepsiCo.

He currently serves on the Board of Directors of CBRE as well as Univision. He is an Independent Trustee on Fidelity's Equity & High-Income Funds Board and sits on Salesforce's Global Advisory Board, as well as the board of Archer Aviation, a leading Urban Air Mobility company and developer of all-electric vertical take-off and landing ("eVTOL") aircraft. He is a member of the board of trustees for the Brookings Institution, and is also a trustee of the University of Southern California, where he earned his undergraduate degree in business. He also received an MBA from Pepperdine.

As a first-generation college graduate from an immigrant family, he and his wife, Cathy, founded Pave It Forward, a foundation that raises scholarship funds for first-generation students. The first Latino to run a major US airline, Hispanic Business magazine twice named Oscar one of its 100 Most Influential Hispanics.

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GENERAL LARRY SPENCER US AIR FORCE (RET)
PRESIDENT, ARMED FORCES BENEFIT ASSOCIATION

General Spencer serves as president for the Armed Forces Benefit Association (AFBA) and 5Star Life Insurance Company (5Star Life). AFBA provides survivor benefits and other benefits to those who serve this great nation, including members of the uniformed services, first responders, government employees, and their families. 5Star Life is the primary underwriter of the AFBA member policies and is a growing provider of group and worksite insurance products.

Retiring as a four-star general, Spencer spent over 40 years in the Air Force. His last assignment was as the Vice Chief of Staff of the US Air Force, Pentagon, Washington, DC. In this capacity, Spencer was the second highest-ranking military member in the Air Force. He presided over the Air Staff and assisted the Chief of Staff of the Air Force with organizing, training and equipping 690,000 active-duty, Guard, Reserve and civilian forces serving in the United States and overseas.

Spencer began his career in the enlisted ranks and rose to become a four-star general. He received his Bachelor of Science degree in industrial engineering technology from Southern Illinois University (SIU), Carbondale. Spencer was commissioned through Officer Training School in 1980 as a distinguished graduate. He has commanded a squadron, group and wing, and he was Vice Commander of the Oklahoma City Air Logistics Center. He was also the first Air Force officer to serve as the Assistant Chief of Staff in the White House Military Office. He served as the Chief Financial Officer and Director of Mission Support at two major commands; and held positions within the Air Staff, Secretariat and the Joint Staff. Prior to his assignment as Vice Chief of Staff, the general was Director, Force Structure, Resources and Assessment, Joint Staff, the Pentagon, Washington, DC reporting directly to the Chairman of the Joint Chiefs of Staff.

General Spencer participated in contingency Operations Desert Shield/Storm, Desert Thunder, Desert Fox, Allied Force, and Iraqi Freedom. Spencer has two Master of Science degrees in business management from Webster College and industrial resource strategy from the National Defense University.

He also completed post-graduate courses at Harvard University, and the University of North Carolina, Chapel Hill and was awarded an Honorary Doctorate Degree from SIU. Spencer has two Master of Science degrees in business management from Webster College and industrial resource strategy from the National Defense

University. He also completed post-graduate courses at Harvard University, and the University of North Carolina, Chapel Hill and was awarded an Honorary Doctorate Degree from SIU.

General Spencer has two named awards: The Air Force General Larry Spencer Innovation Award and the Air Force General Larry Spencer Special Acts and Services Award. General Spencer is also a Distinguished Senior Fellow of Fels Institute of Government, University of Pennsylvania. General Spencer is the author of the book, The Green Eyeshades of War, a historical review of financial management during war, published in 2016.

General Spencer served as the Air Force Association's top executive; where he set records for revenue generation, membership growth and technology symposium revenue, sponsorships, exhibit sales and attendance. He currently sits on the boards of Whirlpool Corporation, The Triumph Group, and Haynes International.

Larry and his wife, Ora, reside in Lorton, Virginia

MATTHEW DANIEL
PRINCIPAL OF TALENT STRATEGY, GUILD EDUCATION

Matthew stands out as a gifted leader, strategic thinker, and innovative operator in the field of Talent Development. He currently serves as Principal of Talent Strategy and Mobility at Guild Education, where he is responsible for research, consulting, and thought leadership on topics at the intersection of Learning and Development and DEI, reskilling, internal mobility, and the future of work.

For nearly 20 years, Matthew Daniel has consulted on talent development, talent management, and HR technology strategies for Fortune 500s, including companies like Nike, Boston Consulting Group, Bristol-Myers Squibb, Valero, GlaxoSmithKline, Allstate, ExxonMobil, Cigna Healthcare, Microsoft, Walmart, and General Motors. Matthew is has also spent time serving in the public sector, with the first two years of his career on the Pine Bluff Arsenal, supporting contracts with both the Department of Homeland Security and the Department of Defense. Later, Matthew supported learning technology strategy for the Department of Veterans' Affairs.

Matthew spent six years internally at Capital One, leading learning design, technology and innovation. He was responsible for learning and talent development in support of the organization's Digital Transformation, helping to architect the mobility of existing talent into new skills and new roles as the organization evolved. Matthew's experience evaluating HR systems has made him a partner to product and strategy teams across the edtech and talent development sector as they build to meet a growing field.

Matthew graduated first in his college class with a B.A History from the University of Arkansas at Pine Bluff, an HBCU. As a passionate member of the talent development community, Matthew has been a member of the Association for Talent Development for many years and served on the local board in Nashville, TN. He speaks regularly at industry events, inspiring and challenging his field. Matthew is regularly published in industry outlets like TD Magazine, CLO, HR.com, CTDO, and Training Magazine on the topics of Skills, Career Pathways, Mobility, and Equity in Development. Matthew serves as a member of the Talent Management, Culture, and Diversity Subcommittee of the Defense Business Board.

Appendix G: Contributors List

The Defense Business Board would like to thank the following individuals and organizations for their time in contributing knowledge and information supporting this Study. Their help is greatly appreciated.

The Subcommittee interviewed the following individuals:

Sally Anderson, Director, People Consultant Lead, US All Biz at Google

Rachael Blodgett, Communications Strategist, NASA

Hary Botka, Managing Director, Workforce Advisory Services

Jonathan Carter, Planning & Accountability, Defense Civilian Personnel Advisory Service (DCPAS)

Kate DeDobbelaere, Human Resources Officer, Defense Logistics Agency

Tim Downs, Head of Talent Acquisition Pipeline and Programs, Booz Allen Hamilton

John Fedrigo, Principal Deputy Assistant Secretary of the Air Force for Manpower and Reserve Affairs

Dr. Alexis Fink, Vice President, People Analytics and Workforce Strategy, Meta

Thomas Fore, Deputy Assistant Secretary of the Army, Civilian Personnel Office of the Assistant Secretary of the Army (Manpower and Reserve Affairs)

Gerald Greenwell, Chief Executive Officer, CPS HR Consulting

Daniel Hester, Director, Defense Civilian Personnel Advisory Service (DCPAS)

Robert Hogue, Assistant Secretary (Manpower & Reserve Affairs), Department of the Navy DON)

Kimberly Holden, Deputy Associate Director, Talent Acquisition, Classification & Veterans Programs Employee Services, Office of Personnel Management (OPM)

Dr. Elizabeth Kolmstetter, Deputy, Culture and Workforce Transformation & Director, Talent Strategy and Engagement Division, NASA

Tony Lee, Vice President of Content, the Society for Human Resource Management (SHRM)

Chaletta McCoy, Human Resources Supervisor, Defense Logistics Agency (DLA)

Hong Miller, Director, Army Civilian Human Resource Agency (CHRA)

Mike Miller, Chipotle Talent Acquisition Director, Chipotle

Tim Sackett, President of HRU Technical Resources, Human Resources Unlimited

Diana Saxman, HR System Deputy Associate Director, Office of Personnel Management (OPM)

Desiree Seifert, Strategic Talent Acquisition Leader, Defense Civilian Personnel Advisory Service (DCPAS)

Nancy Speight, Deputy Assistant Secretary of Defense for Civilian Personnel Policy, P&R

Ms. Asia Tanvir, Human Resources Advisor, Defense Logistics Agency (DLA)

Debbie Wasden, Senior Vice President for Solutions, Burning Glass Institute

Dustin Weise, Global Head of Hiring Design & Technology, Google

Wendy Wick, IBM Recruitment Process Outsourcing (RPO) Offering Leader, IBM

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Appendix I: Methodology

Defense Business Board Request for Information:

Building A Civilian Talent Pipeline

The Subcommittee reviewed over 40 sources related to the private sector's recruitment, talent acquisition, and pipeline construction strategies. The Subcommittee developed questionnaires to accompany interviews and tasked the following below questionnaire to the DoD components:

<u>All Recipients:</u>

1. What's different between your/company standard recruiting processes and recruiting in your high demand areas? (Cyber, software engineering, data science, etc.) How does that change processes, benefits, and practices?

2. What recruitment tactics are employed to entice/attract civilian talent to fill the forecasted shortages?

3. How are you/companies determining, tracking, marketing to, and revising your target personas, pipelines, and talent pools?

4. How are talent pool locations identified?

5. What recruitment strategy has yielded the best outcome regarding incoming talent?

6. Are there different strategies based on skillset, expertise, or demographics?

7. What are the top 3-5 metrics, benchmarks, or targets your leadership use to determine the success of your recruitment program? How has that changed and how do you expect it to change?

8. If you were consulting for the DoD (Civilian) on talent acquisition and employer brand, where would you start/prioritize?

<u>DoD Components, Services, and Agencies:</u>

1. Do you track and report your Component/Service mission critical occupation civilian shortages? (Y/N)?

   a. If YES, what are the critical manpower or skillset civilian shortages your Component/Service is tracking?

2. Are you allocated civilian recruiter positions for your organization, and what do they focus on (MCOs, interns, general, etc.)? (Y/N)?

   a. If YES, how many civilian Full Time/Part Time (FT#/PT#)?

   b. If NO, are there staff members actively recruiting to fill civilian vacancies (Y/N)?

   c. If NO, identify if you have a contract for civilian recruiter services and estimate the annual expenditure (Contract/$)?

3. What recruitment strategies are employed to entice/attract civilian talent to fill forecasted shortages?

    a. Are there different recruitment strategies based on skillset, expertise, demographics (Y/N)?

    b. How many people participate and how do you measure success?

4. Do you identify civilian talent pools (Y/N)?

    a. If YES, please identify (i.e., high school, undergrad/grad, veterans)

5. Are there professional relationships/programs with local schools for potential DoD civilian positions (i.e., intern, mentee, apprentice)?

    a. How many, and what is the resulting impact?

6. What civilian recruitment strategy has yielded the best outcome regarding incoming talent? (i.e., job fairs, outbound mobile messaging)

7. Do you have an internal or external employer branding/marketing/advertising capability available

    (Y/N/Internal/External)?

8. Outside the scope of this study, what are one or two other business challenges or issues you would like to see the DBB study?

Appendix J: Public Comments

Honorable Deborah Lee James Chairwoman
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PUBLIC COMMENT: for the DBB meeting of 17 March 2023
I am the President of AFGE Local 1263 located at the Presidio of Monterey, California, the headquarters of the Defense Language Institute Foreign Language Center (DLIFLC). The Institute's intensive language program serves 3500 military students in courses ranging from 36 to 64 weeks in length for a vast array of languages taught by 1700 highly educated foreign language instructors. In addition to its courses at the California campus, its faculty members teach intermediate- and advanced-level students at Language Training Detachments at military bases across the United States, in Europe and in South Korea. Since its inception in 1947, DLIFLC has graduated over 230,000 linguists in over 65 foreign languages.

AFGE Local 1263 represents all 1700 of these teachers, and we believe that Defense Business Board needs to better understand the conditions under which these talented and highly trained teachers are recruited, managed and asked to serve the evolving linguistic needs of the U.S. military, as they directly relate to the DBB's current work on talent acquisition and management.

The vast majority of the DLIFLC faculty's frustrations stem from the excepted-service, limited-term-appointments by which all faculty members are hired. These positions were traditionally advertised under the banner of being "tenure-track", despite the unlikelihood of ever becoming tenured. The current policy is not to grant any further tenure – until the percentage of tenured faculty drops below 10% (from its current level of 20%). And all limited-term (i.e., non-tenured) faculty members are only guaranteed to receive a 10-working-day notice of the non-renewal of their 1-year appointments, regardless of their years of longevity at the Institute.

DLIFLC makes consistent use of "personnel caps" under which any upscaling of a specific language programs (such as Russian and Chinese) necessitates the downsizing/closure of other language programs (such as Urdu, Hebrew, French, Japanese and Pashto). When this occurs, faculty members have no "RIF rights". And although they are officially "encouraged" to apply for other internally announced DLIFLC positions, there is no obligation to provide them with suitable alternate employment – even positions for which they are currently qualified.

Submitted by: Dennis Hickman, LP, AFGE 1263, Box 5836, Monterey, CA 93944 AFGE1263@gmail.com (831) 601-7914

And under Title 10's authority the Institute's FPS (Faculty Personnel System) no faculty members have any transfer rights into positions in other agencies in the federal government – regardless of how desperately instructors, translators or interpreters of their foreign language are being sought by such agencies as the State Department, the FBI or the Department of Homeland Security. Under Title 10, DLIFLC faculty members are effectively "corralled" inside the FPS system, until they are no longer needed.

Below, are two charts detailing the way that our Institute many times disposes of its Human Capital, despite their years of loyal service, as well as their current ability to support the Institute's broader mission – by either speaking additional foreign languages which the Institute needs, or through their academic leadership/support skills in non-language-specific positions, such as Curriculum Development.

All the above frustrations are made possible by **10 USC 1595**, by which DLIFLC is authorized to promulgate its own unique local regulations, creating 50 individual faculty pay-steps, but avoiding any periodic pay-step increases. The Institute claims for itself (under 10 USC 1595) the authority to forgo the "window dressing" of personnel selection panels in favor of command-directed reassignments between positions, whenever it's more convenient than internally announcing these positions and the taking applications for a panel to screen, then short-list and finally to interview .

I questioned why our meeting was even offered to AFGE if the subsequent effect of bringing this information into the awareness of these DBB members would be virtually null – until I reviewed the DBB's slide deck for tomorrow's public meeting – and found Point 5.9 on Slide 20 ("Expand **term** and **temporary** civilian position **options**") and its clarification, on Slide 22, the Recommendations Roadmap: "5.9 Expand Term and Temporary Positions". The 'expansion' simply means increasing the number of term/temporary positions – **not** to increasing the equitability of RIF rights for Title 10 employees, vis-à-vis those of Title 5 employees. To expand the use of term or temporary appointments for skilled workers is unmindful of the high costs of turnover and developing a workforce and is inherently contradictory to the idea of managing the talent of the workforce one has.
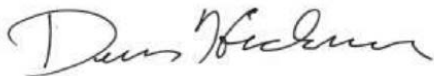
Perhaps independently wealthy workers who do not have to think about job security would not care if a job is term or temporary without the job protections of a workforce to whom an employer is committed to retaining and developing their skills. But your proposal to expand term and temporary appointments is what those trying to reintroduce patronage spoils systems to weaken the federal civil service typically advance. In fact, it is right out of the playbook of one of the richest men in the Senate, Senator Rick Scott, the Senator who wanted to get rid of Social Security. His agenda for the federal workforce was to arbitrarily convert the entire workforce to term or temporary appointments. See Government Executive, "GOP Will Slash Federal Workforce and Limit Service Time if It Retakes Congress, Senator Says" (Feb. 12, 2022). This recommendation is out of touch with ordinary Americans. I do not know anyone who, if presented a choice between a term or temporary appointment, would take a job without any protections, unless they had some other independent means for income. The Department is able to take advantage of highly trained faculty at DLIFLC, because native speakers of languages are often recent immigrants who are among the most vulnerable of populations. Taking advantage of people in this way is not consistent with the principles of diversity, equity and inclusion. Expanding the use of a tool just because one can does not make it right.

The current situation at DLIFLC illustrates the deleterious effects of the special personnel authorities under 10 USC 1595, which result in difficulties hiring and retaining highly talented and educated staff.

Therefore, we urge that the DBB support the repeal of this section of law as one avenue for improving talent management at the Defense Department; the Institute's work is vital for the Department's overall effectiveness overseas.

Although my comments, here, are expand upon those I made at our informal (and unrecorded) meeting with some DBB members on 3/13/23, where I co-presented with John Anderson (AFGE Defense Lobbyist), the two attached charts are the ones I presented at that meeting.

Respectfully submitted,

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CC: 1. Sen. Feinstein (D-CA)
    2. Sen. Padilla (D-CA)
    3. Rep. Panetta (CA-19th)
    4. Chair and RM HASC and SASC
    5. Chair and RM HAC-D and SAC-D
    6. DepSecDef
    7. AFGE NP Kelley

Some other Foreign Language Faculty members NTE'ed* in 2021 and 2023

Approx. yrs of DLI employment	NTE-date (end of final Appointment)	Language (currently Teaching/ Last taught)	Other Language competencies (DLI-taught Languages)	Other Language competencies (Not currently DLI-taught Languages)
14 years	10/01/21	Hebrew	Egyptian Arabic MSA	Levantine Arabic
10+ years	03/25/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu
10+ years	04/06/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu
10+ years	04/20/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu
10+ years	04/23/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu
10+ years	05/05/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu
10+ years	05/17/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu
10+ years	05/18/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu
10+ years	06/14/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu
10+ years	06/29/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu
10+ years	08/07/23	Pashto	Persian-Farsi	Dari/Hindi/Urdu

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* "NTE" = Not To Exceed; "To be NTE'ed: = to have one's limited-term appointment not renewed.

Urdu Language Faculty members NTE'ed* in 2020/21

Last Name	First Name	NTE date	Yrs /Mos Teaching at DLIFLC	Applications Submitted	1st Interviews conducted	2nd Interviews conducted	Positions offered	Notifications of "non-selection"	Attempts you made to improve your resume & interviewing skills	Educational Credentials
(Redacted)		4/22/2020	9 yrs, 2 mos (prior to NTE)	35	5 14% (5/35)	2	0	25 71% (25/35)	Requested hiring-panel members' feedback, as well as that of hiring officials -- as suggested by FPS Director. (Never got requested information.)	**MA** in Curriculum & Instruction; **Ed. D.** in Educ. Leadership
(Redacted)		6/11/2020	9 yrs, 7 mos	9	0 0%	0	0	4 44% (4/19)	Consulted my Academic Specialist, and attended Resume-building workshops; asked for help from Center for Leadership Development (CLD) personnel.	**Masters** of Organizational Leadership; Masters of Mathematics
(Redacted)		6/15/2020	7 yrs, 7 mos	17	0 (0%)	0	0	9 53% (9/17)	Attended multiple Resume Workshops (In-house & online); sought advice on academic discussion boards; consulted Supervisors and my Academic Specialist.	**BS** in Liberal Sciences; **MS** in Instructional Science & Technology (Completion: 9/2020)
(Redacted)		7/23/2020	8 yrs, 11 mos	11	2 18% (2/11)	1	0	3 27% (3/11)	Worked with Faculty Development Specialists, edited/updated my resume a total of 30 times.	**MA**: Instructional Science & Info. Techn.; **BA**: Business Admin; **BS**: Medicine/Surgery

* "NTE" = Not To Exceed; "To be NTE'ed" = to have one's limited-term appointment not renewed.

Urdu Language Faculty members NTE'ed* in 2020/21

(Chart prepared by: Dennis Hickman, LP, AFGE Local 1263, PO Box 5836, Monterey, CA 93944 AFGE1263@gmail.com (831-601-7914)

Last Name	First Name	NTE date	Yrs /Mos Teaching at DLIFLC	Applications Submitted	1st Interviews conducted	2nd Interviews conducted	Positions offered	Notifications of "non-selection"	Attempts you made to improve your resume & interviewing skills	Educational Credentials
(Redacted)		7/24/2020	10 yrs, 4 mos	12	2 17% (2/12)	0	0	10 83% (10/12)	By attending training workshops, consulting the Academic Specialist and reviewing Resume-building websites.	**M.A Education** (in Instructional Technology) **M.A** in Urdu Language & Culture
(Redacted)		9/25/2020	10 yrs, 2 mos	14	3 21% (3/14)	1	0	4 29% (4/14)	Consulted Faculty Development Specialist; conducted online research; attended 2 workshops: one by In-house DLI-team and another by a professional consultant.	**M.Ed.** in Curriculum and Instruction; **Ph.D.** currently in progress
(Redacted)		1/24/2021	10 yrs	25	3 12% (3/25)	0	0	0 0%	Through Dean and Faculty Development Specialist	**MSA** in Administrative Sciences; **Masters of** Instructional Technology; **EDS** - Educ. Specialist

* "NTE" = Not To Exceed; "To be NTE'ed: = to have one's limited-term appointment not renewed.

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Appendix K: Acronyms

ADVANA   Advanced Analytics
AI   Artificial Intelligence
CAPE   Cost Assessment and Program Evaluation
CEO   Chief Executive Officer
CHCO   Chief Human Capital Officer
CHRO   Chief Human Resource Officer
Covid-19   Coronavirus Disease 2019
CTMO   Chief Talent Management Officer
DAWIA   Defense Acquisition Defense Workforce Improvement Act
DBB   Defense Business Board
DCPAS   Defense Civilian Personnel Advisory Service
DCTC   Defense Civilian Training Corps
DFO   Designated Federal Officer
DHA   Direct Hiring Authority
DHRA   Defense Human Resource Activity
DoD   Department of Defense
DRRS   Defense Readiness Reporting System
DWC   Deputy's Workforce Council
EHA   Expedited Hiring Authorities
FY   Fiscal Year
GAO   Government Accountability Office
HCOP   Human Capital Operations Plan
HR   Human Resources
IBM   International Business Machines
IDA   Institute for Defense Analysis
JAMRs   Joint Advertising Market Research and Studies
MCO   Mission Critical Occupation
NASA   National Aeronautics and Space Administration
NDAA   National Defense Authorization Act
OPM   Office of Personnel Management
OSD   Office of the Secretary of Defense
OUSD(I&S) Office of the Undersecretary of Defense for Intelligence and Security
OUSD(P&R) Office of the Undersecretary of Defense for Personnel & Readiness
PMC   President's Management Council
SHRM   Society for Human Resource Management
SMP   Strategic Management Plan
STEM   Science, Technology, Engineering, and Mathematics
TAO   Talent Acquisition Officer
TAS   Talent Acquisition System
ToR   Terms of Reference
USD(P&R)   Undersecretary of Defense for Personnel & Readiness
U.S.   United States
VA   Department of Veteran Affairs

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Appendix L: Civilian Employment Programs

Civilian Personnel in the DoD: It takes more than soldiers to protect America. The Department of Defense employs more than 700,000 civilians in an array of critical positions worldwide, with opportunities for people from all walks of life. If a competitive salary, great benefits, unsurpassed training, and the pride of defending our nation interests you, then find your future with us.

Students: The DoD is a great place to gain valuable on-the-job experience. We have full- and part-time work opportunities for students while they are in school and during their summer breaks.

Internships

Student Temporary Education Program (STEP): STEP provides temporary employment opportunities for students to work full-time, part-time, or intermittent while they are in school and during summer breaks. The nature of the work does not have to be related to the student's academic or career goals.

Student Career Experience Program (SCEP): SCEP involves a work-study partnership among students, an educational institution, and the agency. Employment may be full-time, part-time, or intermittent. Work assignments must be related to the participant's academic field of study. Upon completion of academic and work requirements, participants may be eligible for employment.

Department of Defense Centralized Intern Program: The DoD Centralized Intern Program is a 10-week paid summer internship program for U.S. students from a two and four-year accredited college or university. The internship opportunities are located in the Washington D.C. Participants will receive a weekly stipend and round-trip transportation with temporary housing arrangements on a needed basis. Students must have a grade point average at a minimum of 3.0 on a 4-point scale.

National Security Agency (NSA) Graduate Training Program: The NSA's internships, co-op program, scholarships, and work study programs will help you develop and shape your career well before your studies are through.

DoD Programs

High School

- Work Study Programs
- Scholarships
  - Stokes Educational Scholarship Program

Undergraduate

- Internships
  - Computer Science Intern Program (CSIP)
  - Cryptanalysis and Exploitation Services Summer Program (CES SP)
  - Cryptologic Access Summer Intern Program (CAP)
  - Cyber Summer Program (CSP)
  - Director's Summer Program (DSP)
  - HR Intern Program, etc.

- Co-operative Education Program Scholarships
- Scholarships

- o Information Assurance Scholarship Program (IASP)
- o Stokes Educational Scholarship Program
- o The SMART Program

Graduate

- Internships
  - o Computer Science Intern Program (CSIP)
  - o Cyber Summer Program (CSP)
  - o Graduate Mathematics Program (GMP)
  - o Summer Intern Program for Information Assurance (SIP/IA)
  - o Summer Language Program
  - o Summer Program for Operations Research Technology (SPORT)

- Scholarships
  - o The National Physical Science Consortium (NPSC)
  - o The SMART Program

Workforce Recruitment Program: The Workforce Recruitment Program for College Students with Disabilities (WRP) is a recruitment and referral program that connects federal sector employers nationwide with highly motivated postsecondary students and recent graduates with disabilities who are eager to prove their abilities in the workplace through summer or permanent jobs. Candidates represent all majors and range from college freshmen to graduate students and law students. To be eligible for the WRP, students must be current, full-time undergraduate or graduate students with a disability, or have graduated within one year of the release of the database each December. Students must be U.S. citizens.

Washington Headquarters Services: Washington Headquarters Services (WHS) is searching for top performing interns in nearly all disciplines from administrative through highly technical to place in over 50 different areas of The Office of the Secretary of Defense (OSD). Some of the areas available for internships are IT and Network Security, Acquisitions & Procurement, Public Affairs & Communications, International Affairs, Human Resources, etc.

Scholarships

High School Scholarships

Army, Navy & Air Force Junior Science & Humanities Symposia (JSHS): High school students are afforded the opportunity to present the results of their own original research. Scholarships totaling more than $340,000 are awarded by the Tri-services during the competitions.

Department of Defense (DoD) Information Assurance (IA) Scholarship Program: Recipients of the DoD IA Scholarship Program are required to serve a period of obligated service in DoD as a civilian employee or a member of one of the armed forces.

International Science and Engineering Fair (ISEF): Each year nearly 1,200 high school students display their research projects at the ISEF. One winner in each of the 14 scientific disciplines receives an $8,000 undergraduate scholarship.

Meyerhoff Scholars Program: Recruits outstanding minority scholars who have demonstrated an aptitude and interest in math, engineering, and the sciences. Meyerhoff scholars receive full scholarships to the University of Maryland.

Scholarships for Military Children: A minimum of one $1,500 scholarship will be awarded annually at every commissary location where qualified applications are received.

Stokes Educational Scholarship Program: The Stokes Educational Scholarship Program recruits high school seniors interested in developing skills critical to the mission of the National Security Agency (NSA).

College Scholarships

Department of Defense (DoD) Information Assurance (IA) Scholarship Program: Recipients of the DoD IA Scholarship Program are required to serve a period of obligated service in DoD as a civilian employee or a member of one of the armed forces.

Stokes Educational Scholarship Program: The Stokes Educational Scholarship Program recruits college sophomores interested in developing skills critical to the mission of the National Security Agency (NSA).

Graduate Fellowships

Office of Naval Research (ONR) Historically Black Engineering Colleges (HBEC) Future Faculty Fellowship Program: To develop and attract qualified engineering faculty to Historically Black Colleges and Universities (HBCUs) with engineering programs. Each year, three recipients who have agreed to join the engineering faculty of an HBCU after receiving their degrees.

National Defense Science and Engineering Graduate Fellowship (NDSEG): Annual awards of approximately 200 new three-year graduate fellowships to individuals who have demonstrated ability and special aptitude for advanced training in science and engineering.

National Physical Science Consortium (NPSC): Through membership in the National Physical Science Consortium (NPSC), the National Security Administration (NSA) sponsors up to six years of Doctoral Degree (Ph.D.) studies for highly qualified women and minorities.

Stokes Educational Scholarship Program: The Stokes Educational Scholarship Program recruits high school seniors interested in developing skills critical to the mission of the National Security Agency (NSA).

Careers

Entry Level Careers: The Department of Defense (DoD) is constantly looking to fill positions that are typically suited to those graduating from college with little or no work experience. We have jobs available in a wide variety of fields throughout the U.S. and around the world.

Professional Development Programs: We offer several dynamic professional development programs (entry-level internships) for recent college graduates that provide formal classroom and on-the-job training and offer permanent positions within DoD.

National Security Agency (NSA): The Business Management, Program Management, Financial Management, and Contracting Specialist Intern Programs are designed to develop aspiring professionals'

skills and knowledge in preparation for challenging careers supporting the internal infrastructure of a federal agency comparable in size and budget to the top 10% of Fortune 500 companies.

Air Force PALACE Acquire Intern Program: Provides full-time employment with a structured 2–3-year training program. This program provides expedited, performance-based promotions in approximately 20 diverse occupations...

Defense Information System Agency (DISA) Career Development Intern Program: The Intern Program is intended to provide knowledge, skills, and experiences that an intern can readily apply to future challenges and professional pursuits.

Department of Defense Dependents Schools (DoDDS) Student Teacher Program: The Department of Defense Dependents Schools (DoDDS) is a worldwide school system, operated by the Department of Defense Education Activity (DoDEA) in more than a dozen foreign countries. Our mission is to provide quality education for eligible children of the DoD military and civilian personnel on official overseas assignments.

Master of Social Work Program, Army-Fayetteville State University: The Fayetteville State University Department of Social Work has partnered with the United States Army to establish a Master of Social Work Program at Fort Sam Houston, Texas in order to meet the military's increase demand for social work officers and Department of the Army civilian practitioners.

Army Contracting Command, Contracting Career (CP14) Intern Program: The Army Contracting Training Program pays you an attractive full-time salary and provides a great benefits package while you participate in a flexible combination of formal education and informal/on-the-job training.

Department of Navy (DON) Financial Management Associates Program: The Department of the Navy (DON) Financial Management Associate Program is a mid- level career- development program within the financial management (FM) community of the Department of the Navy. Successful applicants will be assigned to an organization within the DON and given challenging developmental assignments for two years. Upon completion of these assignments, and given an appropriate level of performance, the Associate will be permanently placed within that organization.

Financial Management Trainee Program: If you are about to finish your undergraduate education, want to make a career change, or otherwise have the desire to serve your country, we hope you join the Department of the Navy Financial Management team. Each year the program picks around 60 top candidates to participate in a 28-month trainee program.

TRICARE Acquisition Intern Program: The TRICARE Acquisition Intern Program (TRIUMPH) is designed to attract men and women to careers as Federal employees with TRICARE. This objective is accomplished by recruiting and selecting high- caliber candidates and training them to become competent, effective, and productive employees in a variety of occupational areas in the acquisition field.

Military Health System (MHS) Intern Program: The Military Health System (MHS) provides exceptional healthcare to military members, their family, and military retirees. In order to meet the demand for future leaders in a military medical environment, we have developed a two-year paid internship program for up to 15 positions.

OSD Centralized Presidential Management Fellows Program: The Presidential Management Fellows (PMF) Program was established by Presidential Executive Order in 1977. It is designed to attract to the

Federal service outstanding individuals from a wide variety of academic disciplines who have an interest in, and a commitment to, a career in the analysis and management of public policies and programs.

Mid-Level Careers: The Department of Defense (DoD) is constantly seeking individuals who possess extensive experience and are technically competent in one or more areas. The developmental focus at this level is on team building, interpersonal skills, and program management.

Executive Level Careers: The Department of Defense (DoD) needs executives and managers who can lead and motivate people, are results-driven and achieve those results through partnerships and building coalitions, and who have a keen business sense about using their resources to get the best results possible.

Careers For Individuals with Disabilities: The Department of Defense (DoD) is proud to offer employment opportunities for Individuals with Disabilities (IwD). DoD has long been a leader in recognizing the strengths and value IwD bring into the workforce and is committed to providing every disabled person opportunity for a meaningful career. Special hiring authorities are in place to assist Individuals with Disabilities.

Disabled Veterans: Those who honorably served on behalf of our nation and were disabled merit special consideration. DoD understands that disabled veterans have special needs and are committed to providing them with an opportunity for an important career.

Veterans

Employment of Veterans in the Federal Government "Executive Order": The Department of Defense (DoD) is the nation's number one employer of veterans-you can continue to serve the defense mission with the Army, Navy, Air Force, Marine Corps, Coast Guard or any one of the many other defense agencies. DoD affords preference in employment to eligible veterans, along with world-class benefits, opportunities for personal and professional growth, travel, and advancement.

The Department of Defense (DoD) Transition Assistance Program (TAP): In partnership with the Departments of Labor and Veterans Affairs, DoD TAP aims to help veterans move into civilian life, whether they are retiring, going back to school, or looking for a new career. DoD has a portal site designed specifically to assist Service members leaving active duty.

Veterans Rights and Privileges: Veterans enjoy special rights and privileges in Federal civil service employment. Details about these special rights and privileges are available on the U.S. Office of Personnel Management's Veterans Information site.

Multilingual

Do You Speak Other Languages? Department of Defense (DoD) has an urgent and growing need for Americans with foreign language skills critical to national security and defense. Some examples of foreign languages in demand: Arabic, Hindi, Japanese, Korean, Russian, etc.

Language Training Opportunities: Members of DoD have opportunities to further enhance their language proficiency through online training and other educational opportunities. Individuals must meet high standards to develop functional language skills for professional use in real-world communication situations.

Opportunities for Language Students

The National Security Education Program (NSEP) – David L. Boren Scholarship Program: The NSEP Scholarships offer a unique opportunity for U.S. undergraduates to study abroad. NSEP awards scholarships to American students for study of world regions critical to U.S. interests (including Africa, Asia, Central & Eastern Europe, Eurasia, Latin America & the Caribbean, and the Middle East) and fields of study deemed critical to U.S. national security.

The NSEP – David L. Boren Graduate Fellowships: The NSEP enable U.S. graduate students to add an important international and language component to their education through specialization in area study, language study, or increased proficiency. Boren Fellowships support students pursuing the study of languages, cultures, and world regions that are critical to U.S. national security. NSEP is especially designed to support students who will make a commitment to Federal service. Recipients of NSEP scholarships and fellowships incur an obligation to work either for an office or agency of the Federal Government involved in national security affairs (broadly defined) or in higher education.

National Flagship Language Initiative (NFLI) Fellowships: The NFLI represents the nation's first major partnership between the Federal government and higher institutions of education to implement a national system of programs designed to produce advanced language proficiency in languages critical to the nation's security. NFLI programs have been developed at several U.S. institutions of higher education for advanced language training in Arabic, Korean, Mandarin Chinese, and Russian. These Flagship Programs, coupled with directed and targeted fellowships for individual students, have produced graduates, many of whom will be candidates for employment with agencies and offices of the Federal government, across a broad range of disciplines with advanced levels of proficiency in languages critical to national security.

Civilian Expeditionary Workforce

Civilian Expeditionary Workforce (CEW): The Defense Department is forming the Civilian Expeditionary Workforce that will be trained and equipped to deploy overseas in support of military missions worldwide. Program participants are eligible for military medical support while serving in their overseas duty station. All participants will undergo pre- and post-deployment medical testing. Civilians reassigned from their normal duty to serve overseas will be granted the right to return to the positions they held prior to their deployment or to a position of similar grade, level, and responsibility within the same organization, regardless of the deployment length.

Non-appropriated Fund Positions

Non-appropriated Funds (NAF) Opportunities: The Department of Defense (DoD) has a wide variety of opportunities available in hospitality, sports and recreation, child development, youth programs, food and beverage services, as well as retail operations. These Non-appropriated Fund (NAF) positions are available within the DoD Morale, Welfare and Recreation (MWR) program. Over 135,000 NAF employees work all over the world, in support of our military

Benefits:

- Family-friendly workplace, including childcare centers
- 10 paid holidays each year plus sick leave, 13 days earned annually
- Up to 26 vacation days each year
- Health insurance - numerous plans to choose from
- Long Term Care insurance
- DoD retirement plan
- Additional pay for overtime, and work holidays for Sundays
- Life insurance - with available additions for family coverage
- Transit subsidies
- Leave-sharing programs
- Student loan repayment
- Recruitment and relocation bonuses
- Retention Allowances

Salary: Salaries ranges are included with each career posting. If you need an explanation of the DoD pay grades, including calculating the GS system, please visit the Federal Employee Pay Tables page.

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	Primary & Subsidiary Recommendations	Statutory, Policy, Organization Changes
Formalize a Civilian Recruiting Function	Formally recognize a corps of civilian sourcers and recruiters to source, assess, cultivate, and recruit talent needed for the Department. Direct DCPAS to:	*DoDD 5124.02 Under Secretary of Defense for Personnel and Readiness (USD(P&R)):* Update authorities, responsibilities, and functions to include Civilian Talent Management - Recruitment. *DoDI 1400.25 Vol 250 – DoD Civilian Personnel Management System, Civilian Strategic Human Capital Planning:* Update projected civilian manpower requirements, competencies, and proficiency levels for permanent CTMO, full-time recruiters, sourcers, etc. *OPM Classification Standards and Handbook:* Formally request OPM updates and raise to PMC; specific need for recruiter/sourcer series. *DoDI 1400.25 Vol 511 DoD Civilian Personnel Management System - Classification Program:* Update procedures, occupational studies, development, implementation, and position coverage determinations. *DoDI 1400.25 Vol 410 DoD Civilian Personnel Management System: Training, Education, and Professional Development:* Update the requirement for annual symposium and incorporate program for earned credits. *DoDI 1400.25 Vol 575 DoD Civilian Personnel Management System: Recruitment, Relocation, and Retention Incentives and Supervisory Differentials:* Update to incorporate utilization of incentive eligibilities to the full extent possible and needed by the Department.
	Work with OPM to assign an occupational series for better identification and tracking. It should train and certify this community (see recommendation 5.7).	
	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).	
	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:	*DoDD 5124.02 Under Secretary of Defense for Personnel and Readiness (USD(P&R)):* Update authorities, responsibilities, and functions to include Civilian Talent Management; determine potential new function instructions needed.
	Conduct an enterprise audit to ensure it is fully inclusive of all available programs and opportunities (e.g., STARBASE).	
	Capture data from participants of these programs to mine as a talent pipeline.	
	Provide information to all military recruitment centers on how to connect those who are ineligible for military service with civilian service recruiters.	
	Task Joint Advertising Market Research and Studies (JAMRs) to conduct annual market research on the U.S. population's perspective of working in the DoD.	
	Purchase an enterprise subscription/license for the highest-yield talent acquisition tools to share with all components.	
Establish a Defense Civilian Service Brand	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:	*DoDD 5124.02 Under Secretary of Defense for Personnel and Readiness (USD(P&R)):* Update authorities, responsibilities, and functions to include Civilian Talent Management - Brand; determine potential new function instructions needed.
	Strengths like unparalleled mission. The DoD provides the ability to work on uncommon, cutting-edge technology.	
	Employee growth. DoD isn't just about military service. Civil servants fill diverse roles, have career paths; each with unparalleled opportunity to lead organizations of all sizes.	
	Under-told narratives to showcase its response to humanitarian crises, pandemics, and weather disasters.	
	Effective Communication about socially minded efforts, like Diversity, Equity, and Inclusion initiatives.	

		Action	Authority / Reference
		Modernize office environments future generations expect (e.g., Kessel Run Program Office). Think of the DoD as a "higher calling." Beyond patriotism, employment is an altruistic endeavor for the global community. Target pay incentives and benefits, like student-loan repayment—flexibilities that ease the compensation disparity for the younger demographic looking for short-term work.	*DoD Strategic Management Plan (SMP)/Annual Performance Plan (APP):* Set objective(s), performance goals, measures, and FY targets for adopted DBB recommendations (recruiting, branding, pipelines, legal/regulatory)
		The brand should draw on prior accomplishments to promote the contributions of the defense civil servant. 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." Create and distribute brand messaging literature to train sourcers, recruiters, and other HR professionals to ensure messaging is consistent, frequent, and well-informed. 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. 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. 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.	*Human Capital Operations Plan (HCOP):* Incorporate Recruiting, Branding, Pipelines, and Legal/Regulatory adopted changes. *Compensation Flexibilities in Part 575 of Title 5, CFR; OPM Talent Surge Playbook (Dec 2021), and: DoDI 1400.25 Vol 575 Civilian Personnel management System: Recruitment, Relocation, and Retention Incentives and Supervisory Differentials:* Communicate availability and apply to eligible for DoD needs. (i.e., 25%-100% of annual basic pay and service agreement of 6 months-4 years; Federal Student Loan Repayment Program, Special Rates, Superior Qualifications and Special Needs Pay-Setting Authority, Creditable Service for Annual Leave Accrual, and Critical Pay)
Build Civilian Talent Pipelines	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.	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.	*DoDI 1400.25 Vol 250 – DoD Civilian Personnel Management System; Civilian Strategic Human Capital Planning:* Update workforce planning Civilian Talent Management requirements.
		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. 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.	*DoDI 1400.25 Vol 410 DoD Civilian Personnel Management System: Training, Education, and Professional Development:* Update the requirement for automation of the data for internal Department interconnectedness, metric reporting/analysis, and career path integration awareness and opportunities.
		Cultivate pipeline(s) through outreach to seek, attract, connect, and engage candidates and current employees using recruiters, as recommendation 1.1 mentions. 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. 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,	*Compensation Flexibilities in Part 575 of Title 5, CFR; OPM Talent Surge Playbook (Dec 2021), and; DoDI 1400.25 Vol 575 Civilian Personnel management System: Recruitment, Relocation, and Retention Incentives and Supervisory Differentials:* Communicate availability and apply to eligible for DoD needs. (i.e., 25%-100% of annual basic pay and service agreement of 6 months-4 years; Federal Student Loan Repayment Program, Special Rates, Superior Qualifications and Special Needs Pay-Setting Authority, Creditable Service for Annual Leave Accrual, and Critical Pay).

Institute Metric Recommendations		

apprenticeships, fellowships, and scholarships).

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.

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).

DoD Strategic Management Plan (SMP)/Annual Performance Plan (APP): Set objective(s), performance goals, measures, and FY targets for adopted DBB recommendations (recruiting, branding, pipelines, legal/regulatory)

Human Capital Operations Plan (HCOP): Incorporate Recruiting, Branding, Pipelines, and Legal/Regulatory adopted changes

Advana, Pulse, Business Health Metrics, EPAT and DCPDS, organizational performance plans, and personnel performance plans updates as necessary to implement, track, and evaluate progress.

Evaluate the human resources metrics from the DBB's Business Health Metrics Study for adoption. 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. The CTMO will be accountable for these measures and will be evaluated on them bi-annually.

Pipeline Ratios (Industry Standard)
- Ratio of Screened / Applied (Of all that apply, screen one-third)
- Ratio of Interviewed / Screened (Of all that are screened, interview one-third)
- Ratio of Hired / Interviewed (Of all that are interviewed, hire one-third)

Offers vs. Accepts

Offers to Declinations

Quality of Candidates (Based on hiring manager survey, performance rating, promotion potential)

Recruitment Rate (# all recruited talent / # of sites serviced)

Retirement Risk ((# of employees eligible to retire / # of employees) x100)

Recruiter Productivity (Commensurate with complexity of fill)

Yield from Incentive / Campaign Spend

Source of Applicant Hire / Cost

Talent acquisition tool yield (number of quality hires by mechanism (e.g., LinkedIn, Handshake, Glassdoor, Indeed, Inference) or program (e.g., recruiting, internship, scholarship)

Reasons why interns/apprentices decline positions as permanent hires

Reasons why interns/apprentices are not offered follow-on positions

Cost per hire (Total internal costs + total external costs / total # of hires)

Category	Action	Reference / Update
	Application completion rate (# of submitted job applications / total # of job applications started)	
	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.	
	Consider leveraging DRRS to measure and monitor civilian workforce readiness.	*DoDD 7730.65 Department of Defense Readiness Reporting System (DRRS):* Update according to adoption of recommendation and utilization for a civilian readiness reporting element and integration capability into total force readiness view.
	Request the President's Pay Agent (OMB, OPM and the Labor Department) confer with the DoD, the Government's largest civilian employer, prior to making their civilian pay recommendations for the annual budget.	
	Submit a legislative proposal to Title 5 U.S.C. § 3326 to expand the waiver authority that prohibits personnel leaving military service to seek employment with DoD for 180 days to include additional 'at risk' occupations including cyber, intel, and other mission critical occupations.	*DoDI 1402.01 Employment of Retired Members of the Armed Forces:* Update per the law.
	Request OPM modernize all occupation classification codes.	*OPM Classification Standards:* Request update. *DoD Instructions 1400.25 Volume 511 (May 28, 2015) DoD Civilian Personnel Management System: Classification Program:* Update in accordance with OPM changes or utilize xx series identifiers until completed
Remove Legal, Policy, and Organizational Challenges	Ensure the CTMO is appropriately resourced to carry out responsibilities as defined. Grant the CTMO ability to direct DCPAS operational functions, budget, and personnel resources as a means of executing effective talent pipelines. — Draft and obtain signature on a memorandum from the Deputy Secretary of Defense to communicate and codify CTMO responsibilities and authorities within the Department. — Make the CTMO a permanent term position with an explicit performance contract measured and reviewed bi-annually.	*DoDD 5124.02 Under Secretary of Defense for Personnel and Readiness (USD(P&R)):* Update authorities, responsibilities, and functions (CTMO oversight, DCPAS utilization, centralized functions, establishment/use of pipeline(s), etc.)
	Engage OPM through the President's Management Council and the Chief Human Capital Officer Council to simplify and improve hiring tools (i.e., USAJOBS) to reflect the basic properties of applicant tracking systems like Workday or ZipRecruiter.	*Feature Enhancement Requests for USAJOBS, USAStaffing, USA Hires:* Submit requirements using the 5-step online process for que placement and tracking of DoD requests.
	Implement a skill-tracking system 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.	*DoDD 5124.02 Under Secretary of Defense for Personnel and Readiness (USD(P&R)):* Update authorities, responsibilities, and functions to include Civilian Talent Management; determine potential new function instructions needed.
	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). — The program would encompass different levels of competency (e.g., apprentice, craftsman, master) and specialty (e.g., recruiting, sourcing, pipeline engagement) — The curriculum should include education on, among other topics, engagement, hiring authorities, special pay and other incentives, social media, navigating USAJOBS, etc.	*DoDD 5124.02 Under Secretary of Defense for Personnel and Readiness (USD(P&R)):* Incorporate functional community certification oversight *DoDI 1400.25 Vol 410 DoD Civilian Personnel Management System: Training, Education, and Professional Development*
	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).	*DoDI 1400.25 Vol 250 – DoD Civilian Personnel Management System, Civilian Strategic Human Capital Planning:* Incorporate talent acquisition

Expand term and temporary civilian workforce position options.	position requirements and shift to a proportion of term and temporary positions throughout DoD *DoDI 1400.25 Vol 340 DoD Civilian Personnel Management System: Other Than Full-Time Employment:* Update as needed
Formalize an employee referral program for quality candidates.	*DoDD 5124.02 Under Secretary of Defense for Personnel and Readiness (USD(P&R)):* Incorporate responsibility for a formal employee referral program

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Appendix N: Potential Future Study Topics

1. **Work Environment Study:** The workplace environment shapes job satisfaction, productivity, motivation, and efficiency. These conditions are key to retention as well. This Study would review the physical atmospherics of the DoD office setting and provide recommendations on the tools the future workforce needs based on private sector best practices.

2. **Promoting a Culture of Gainsharing:** Organizations are more successful when the employees have a stake in the outcome. This Study will make recommendations, from private sector successes, on ways to increase workforce buy-in, through initiatives that enable workers to share in the efficiencies they help promote and achieve.

3. **Civil Service Brand 2.0:** The DoD Civil Service needs its own brand connected to, but not the same as, the Armed Forces. The brand must be recognizable to the average American citizen and attractive to younger generations. This study will provide recommendations on a new brand for the DoD Civil Servant to include a proposal for the best ways to communicate and advertise messaging.

4. **Total Rewards for the Civilian Workforce of the Future:** Changing workforce demographics and motivations require new ways to compensate and motivate. Financial stability is a priority for Generation Z workers, and diversity and value-alignment are important too. They value benefits, both intrinsic and extrinsic. Perhaps above all, they want the flexibility to personalize their total rewards with the mix that suits them best. This study would provide recommendations to improve total rewards for younger demographics, based on private industry best practices.

5. **Workforce Communication:** With a workforce of 2.9 million, getting the message out is no easy task. Spreading the word to hundreds of highly mobile, fluctuating, geographically-separated organizations, in a way that reaches all that need to know without spamming those that don't, is daunting. This study would look at the modern ways large, global businesses are keeping in touch with their employees. It will explore efficient feedback mechanisms for employees to have a voice in the enterprise as well.

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Appendix O: CHCO & CTMO Recommended Responsibilities

A consolidated list of Chief Human Capital Officer (CHCO) and Chief Talent Management Officer (CTMO) recommendations are provided below. The CHCO recommendations were included in the 2022 *Strengthening Defense Department Civilian Talent Management* Study. In that study, the DBB recommended establishing a dedicated CHCO to prioritize and elevate talent management within the DoD. In the current Study, *Building a Civilian Talent Pipeline*, the DBB recommends additional authorities for the CTMO, as a direct report to the CHCO.

Chief Human Capital Officer (CHCO), 2022 Study	Chief Talent Management Officer (CTMO), 2023 Study
Training & Development	**Formalize a Civilian Recruiting Function**

• Review the DoD's Civilian Leader Development Programs facilitated by DCPAS and develop an initiative to increase the annual bandwidth from 500 personnel a year by using virtual options.
 	
 • The CHCO should provide an electronic library of opportunities for supervisors to develop their employees, that reaches Department-wide, to ensure employees have the complete picture of the opportunities available to them matched with their skills.
 	
 • Build talent acquisition and talent management into performance objectives – at all levels. This could include performance targets for the percentage of people on their team participating in continuous learning, or even better, the number of people on their team participating in stretch or growth assignments, and/or promoted/transferred into high priority roles. (Revise DoDi 1400.25 Volumes 430 & 920 to make edits conforming with this policy).
 	
 • Enhance skilling at higher graded positions: require leaders to have a "minor" in something related but not directly in their field to ensure cross-service and cross-functional experience in leadership. Formalize the requirement in policy similar to DoDi 1400.36 but for civilian workforce at large.
 	
 • Review OPM supervisory course and ask the leadership to exercise some priority in enforcing the requirement. Within 180 days, components should identify the back log of required supervisory and training courses and present a "get well" plan to close those gaps.
 	
 • The CHCO should look at the differences in civilian training investments across the Department and work with the Services to identify and share best practices, benchmarks, and goals for improvement.
	The CTMO will lead Department efforts as the center of excellence for talent management and will:
	
	 • 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:
	
	     o Work with OPM to assign an occupational series for better identification and tracking. It should train and certify this community. In the short term, DCPAS should develop policy for expanding the HR specialist roles to include a DoD-specific identifier for tracking recruiting roles.
	
	     o Establish an annual DoD recruiting symposium/seminar for all sourcers, recruiters, HR specialists, and hiring managers. Attendees could earn credit toward HR certification.
	
	     o 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.
	
	 • 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:
	
	 • Provide information to all military recruitment centers on how to connect those who are ineligible for military service with civilian service recruiters.
	
	 • Task Joint Advertising Market Research and Studies to conduct annual market research on the U.S. population's perspective of working in the DoD.

- Review and align development incentives to show that the Department is serious about growing talent. Direct Components to conduct a review for skills associated with the functions identified by the CHCO as hard-to-fill

Management Engagement

- Conduct an annual, one day, talent management leadership forum for all leaders. It should be led by SecDef or Deputy. All attendees must brief their deputies within 48 hours.
- Create and include training metrics as an automated/recurring component of enterprise-wide people analytics.
- Develop goals and metrics for people development that will cascade throughout the organization. Consider incentivizing leaders to develop talent similar to how some companies link compensation to meeting diversity, equity, and inclusion goals in their companies.
- Bridge differences between civilian and military populations. The CHCO should foster greater collaboration between military and civilian HR and provide a Total Force approach to Talent Management functions such as workforce planning, recruiting, training, and development, to share best practices, lessons learned, and means of strengthening the Total Force.
- Require the new CHCO and Advisor to conduct a "listening tour" across the workforce to help identify component-level Talent Management solutions & determine if and where "toxic" leadership cultures exist. There should be a special focus on Wage Grade employees within the depots and arsenals.
- The CHCO should identify Key Metrics for skills needed by the future force, push necessary data to ADVANA, develop plan with milestones, and report progress at DWC meetings focused on civilian personnel on a quarterly basis.

Budget

- Review all component civilian training budgets and set benchmarks to ensure dollars spent per employee annually are on par with the average private sector annual expenditure for a large corporation.

- Purchase an enterprise subscription/license for the highest-yield talent acquisition tools to share with all components.

Establish a Defense Civilian Service Brand – The CTMO should:

- 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.
- 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."
- Create and distribute brand messaging literature to train sourcers, recruiters, and other HR professionals to ensure messaging is consistent, frequent, and well-informed.
- 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.
- 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.
- 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.

Build Civilian Talent Pipelines – The CTMO should:

- 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.
  o 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.

- 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.
  - 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.
- Cultivate pipeline(s) through outreach to seek, attract, connect, and engage candidates and current employees using recruiters.
  - 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.
  - 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).
  - 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.
  - 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).

- Ensure civilian training budgets are not re-purposed. The CHCO should institute guidance that fences unobligated civilian training budgets from re-allocation for other uses. It should be DoD policy that civilian training dollars are to be used on civilian training and development only.
- The CHCO should work with the Components to ensure resources are requested in the President's Budget to execute the recommended changes needed to modernize talent management in the Department.

Standards & Processes

- Adopt new ways to validate competencies. The CHCO should formulate Department policy to increase the use of assessments and credentialing to validate skills and competencies in addition to and/or in lieu of traditional degrees and certification requirements. Assessment and credentialing should apply to job functions across the Department.
- The new CHCO will drive standardization and execution through the HCOP and monitor progress and share best practices as chair of the DoD Civilian Personnel Council. The HCOP will be developed under the oversight of the CHCO and approved by USD for Talent Management to, among other initiatives, set standard performance metrics for enterprise talent management informed by industry best practices, set data standards, and create common business practices where possible. Quarterly, the CHCO will report status on the HCOP and set the agenda for the DWC to discuss high priority talent management topics and to share best practices.
- The CHCO should direct all human resources elements in the Department to code their workforces by function in addition to occupational series, in a manner consistent with standards issued by DCPAS.
- The CHCO should also direct all human resource elements to transition to tracking talent based on their available skills in addition to occupational series to enable the Department to identify competency/skills gaps and provide solutions to fill those gaps. To that end:
- Determine and establish a skills taxonomy that allows for commonality between other federal/department systems, but with the flexibility to allow organizations to further define their taxonomies. Where possible, the Department should adopt established function, competency and skill frameworks, such as the National Institute of Standards and Technology's

(NIST's) National Initiative for Cybersecurity Education (NICE) framework, across all workforce functions.

- The CHCO should establish a data lake with the Department's HR personnel and manpower data, based on functions and skills described above, on an automated and recurring basis beyond the summary level. Currently, neither DCHRMS nor ADVANA support this. This isn't necessarily modifying core HR systems but could be a new initiative that would bring existing data into context based on what skills the Department has versus those needed in the future. This would enable an analysis of skill gaps. The Department should use graph databases that can scale easily and adapt to emerging skills with minimal disruptions to preserve flexibility in the model and to draw insights from connected relationships.

Institute Metric Recommendations – The CTMO should:

- 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.

- 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.

- Consider leveraging DRRS to measure and monitor civilian workforce readiness.

Remove Legal, Policy, and Organizational Challenges– The CTMO should:

- 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 evolve compensation along with the preferences of the workforce.

- 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.

- Request OPM modernize all occupation classification codes in a way that reflects the private sector.

- 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.

  o 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 CMTO 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.

o Make the CTMO a permanent term position with an explicit performance contract measured and reviewed bi-annually.

• 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.

• 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.

• 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).

o The program would encompass different levels of competency (e.g., apprentice, craftsman, master) and specialty (e.g., recruiting, sourcing, pipeline engagement).

o 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.

• 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).

- Expand term and temporary civilian workforce position options to evolve with changing workforce preferences.

- Increase utilization of referral bonuses for recruitment and hiring across all components. Ensure eligibility requirements promote referral of qualified candidates only.

  ● 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.

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