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.

2
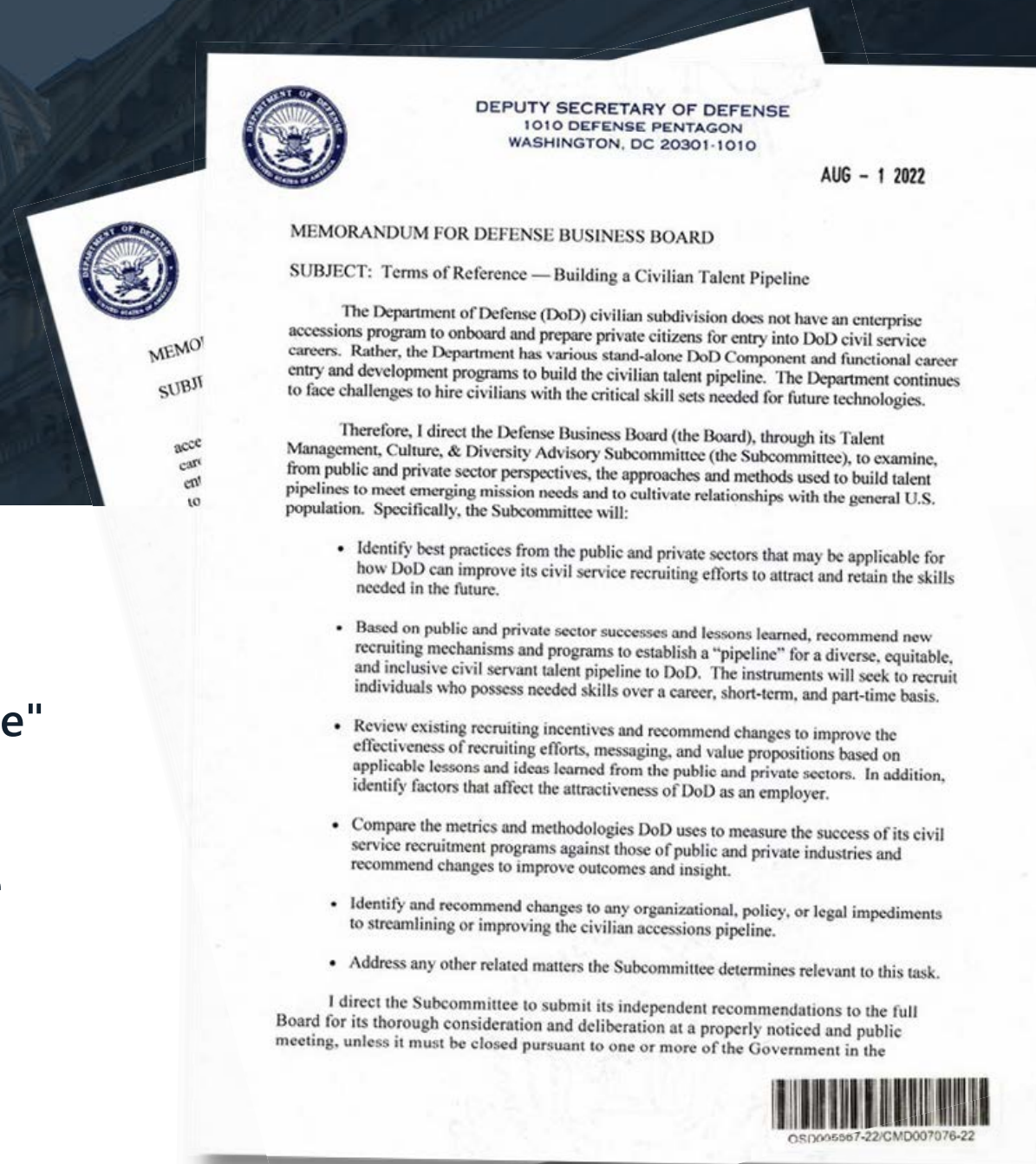
The Subcommittee

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."
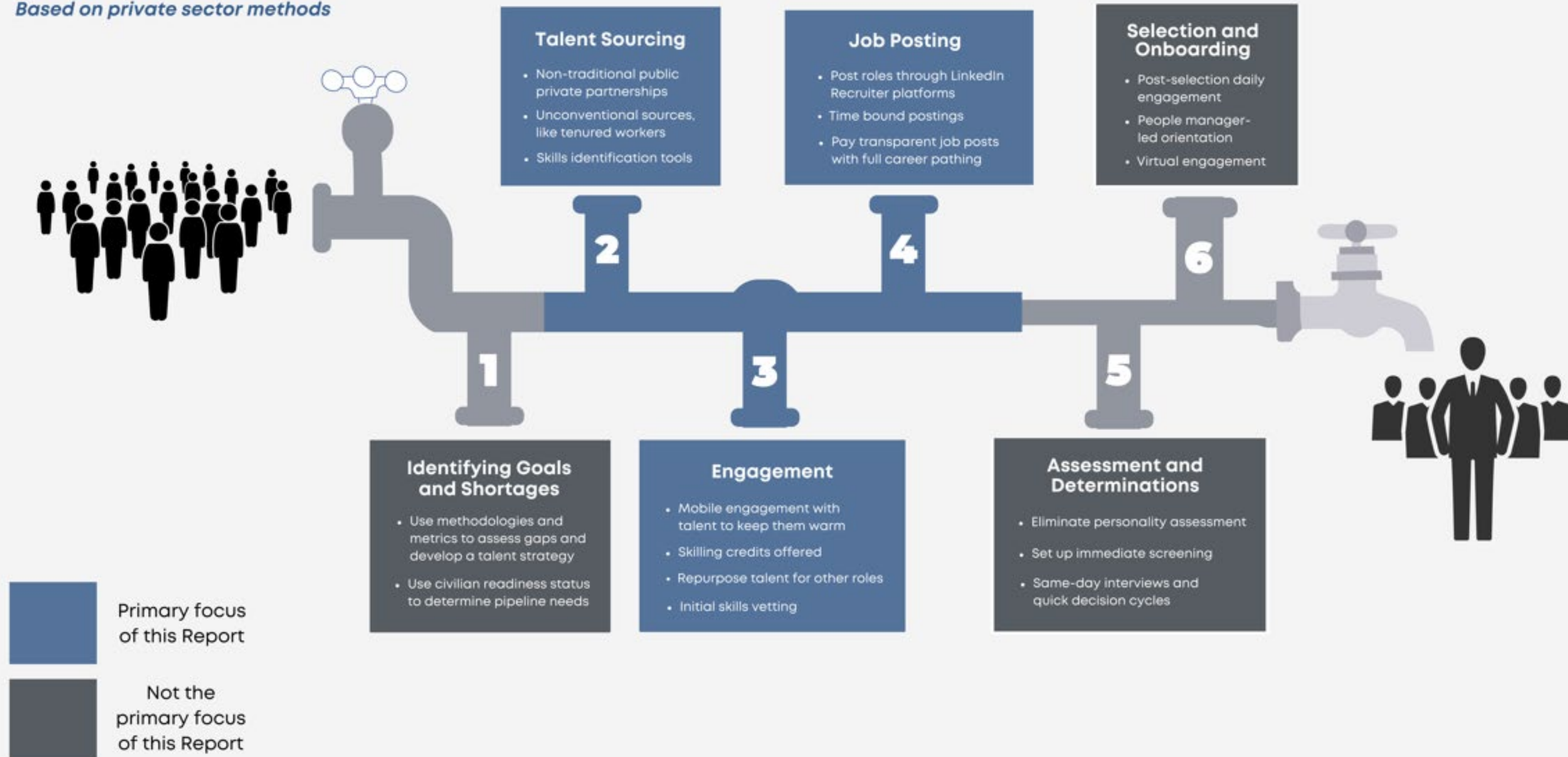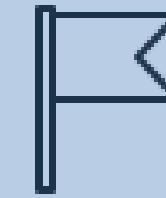
6

Talent Pipelines

Talent Pipeline Definition

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

Recruiting

Observations & Findings

- 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 exists
  - 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
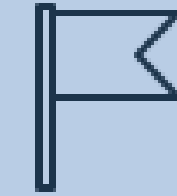
Branding

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
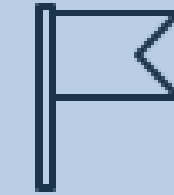
Talent Pipelines

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.
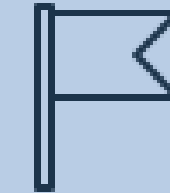
Metrics

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.**
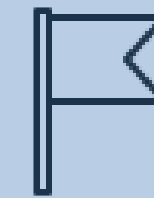
Observations & Findings

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 slides 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 create and formalize civil servant talent pipeline(s). Maximize use of existing 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).

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 Ensure the CTMO is appropriately resourced to carry out responsibilities as defined. 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
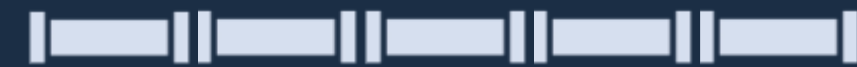
5.7 Submit a legislative proposal to establish a professional certification program to strengthen the HR community.

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.

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

Recruiting • Brand • Talent Pipeline • Metrics • Organization, Policy, Legal
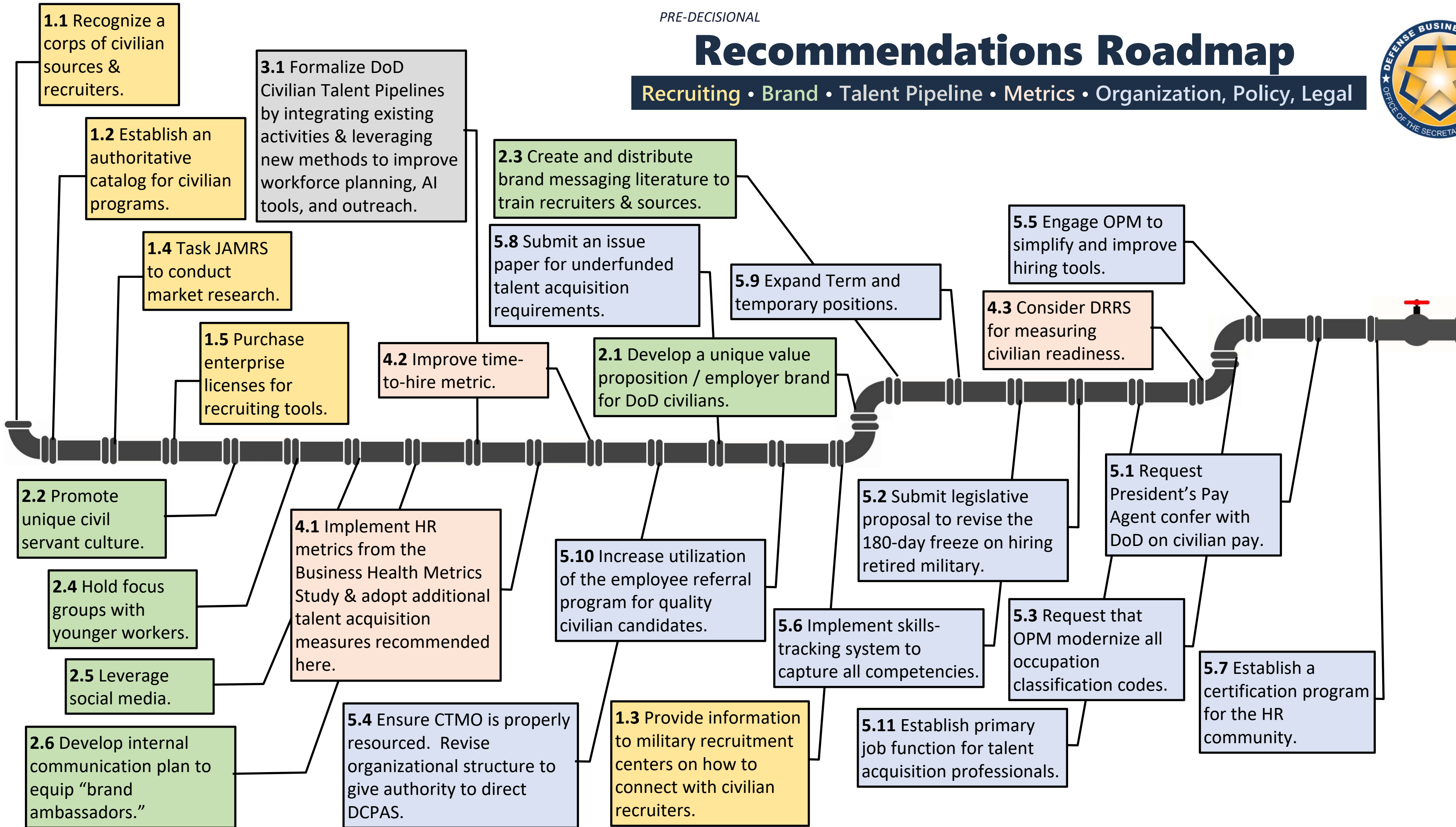
1.1 Recognize a corps of civilian sources & recruiters.

1.2 Establish an authoritative catalog for civilian programs.

3.1 Formalize DoD Civilian Talent Pipelines by integrating existing activities & leveraging new methods to improve workforce planning, AI tools, and outreach.

2.3 Create and distribute brand messaging literature to train recruiters & sources.

5.5 Engage OPM to simplify and improve hiring tools.

1.4 Task JAMRS to conduct market research.

5.8 Submit an issue paper for underfunded talent acquisition requirements.

5.9 Expand Term and temporary positions.

4.3 Consider DRRS for measuring civilian readiness.

1.5 Purchase enterprise licenses for recruiting tools.

4.2 Improve time-to-hire metric.

2.1 Develop a unique value proposition / employer brand for DoD civilians.

2.2 Promote unique civil servant culture.

5.2 Submit legislative proposal to revise the 180-day freeze on hiring retired military.

5.1 Request President's Pay Agent confer with DoD on civilian pay.

4.1 Implement HR metrics from the Business Health Metrics Study & adopt additional talent acquisition measures recommended here.

2.4 Hold focus groups with younger workers.

5.10 Increase utilization of the employee referral program for quality civilian candidates.

5.6 Implement skills-tracking system to capture all competencies.

5.3 Request that OPM modernize all occupation classification codes.

2.5 Leverage social media.

5.7 Establish a certification program for the HR community.

2.6 Develop internal communication plan to equip "brand ambassadors."

5.4 Ensure CTMO is properly resourced. Revise organizational structure to give authority to direct DCPAS.

1.3 Provide information to military recruitment centers on how to connect with civilian recruiters.

5.11 Establish primary job function for talent acquisition professionals.

22