DHS Workforce Planning Guide

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U.S. Department of Homeland Security

DHS Workforce Planning Guide – Executive Summary

Background

Workforce planning is not a new topic — most organizations do some form of it. However, in most cases, the approach is one dimensional, responding only to the question, 'How many people do we need — or can we afford — to get the work done?' This method is usually driven by available budget or the need to fill vacancies caused by attrition. The process is transactional and short term.

The strategic approach to workforce planning is far more comprehensive. It takes the long-term view of the needs of the organization, focusing on necessary competencies and/or skills and the changes in functions as a result of changing missions, new processes and environmental factors. This is the approach the Department of Homeland Security is taking towards workforce planning.

In order to meet this challenge, a uniform process that provides a disciplined approach for matching human resources with the anticipated needs of the Department is essential. Workforce planning is a fundamental management planning tool, critical to quality performance that will contribute to the achievement of program objectives by providing a basis for justifying budget allocation and workforce staffing levels.

Workforce planning ensures that the right people with the right skills are in the right place at the right time. This Guide supports the Secretary's priority to strengthen and unify DHS operations and management, the Human Capital Operational Plan, as well as addresses requirements of the Government Performance and Results Act, Chief Human Capital Officer Act, federal budget process, Human Capital Assessment and Accountability Framework, and other program requirements.

It is the responsibility of every DHS component to support and ensure that effective workforce plans are prepared, implemented with action plans, monitored and evaluated. Managers at all levels have a central role in workforce planning and coordinating and carrying out assignments to successfully implement those plans.

DHS Workforce Model

To support the Department and component's workforce planning requirements, the Department's Workforce Planning Council, in collaboration with component organizations, developed a Workforce Planning Guide. The Guide introduces a five-step workforce planning model and metrics for creating workforce plans and taking actions based on mission, strategic plans, budgetary resources and desired workforce competencies and diversity.

Managers should lead workforce planning efforts, and by following this Guide, they can leverage the five-step Workforce Planning Model to achieve successful workforce planning results. The Guide can be expanded or contracted as organizational needs dictate and is intended as a tool which facilitates, not prescribes, workforce planning. Each of the five steps is described in detail in the attached Guide.

Guiding Principles

- Successful workforce planning is an inclusive process, drawing together program management, budget, strategic planning, human resources, and program staff and working in partnership with employee groups. However, beware that current operating cultures and management practices may resist formal workforce planning. Special care must be taken to address these issues.

- Workforce planning in DHS focuses on outputs from the planning more than on the process itself. Managers should adapt models, strategies, tools and processes to suit their organizational environment and needs, concentrating on planning outputs that are organizationally meaningful and which support program objectives, budget requests, staffing requests, and strategic plans. The DHS Workforce Planning Guide is a valuable resource which provides checklists, data sources, and other useful information.

- Training, coaching, technical assistance, and other support will be required as the Department prepares to use and adapt models, strategies, and tools. The OCHCO, in coordination with Component leadership and the Human Capital Council, will facilitate workforce planning training.

- The capacity to do effective workforce planning will be developed over time; it is critical to begin carefully and to validate analysis at each step. Large organizations should begin with a subset of the workforce and extend planning through the remainder as skills and experiences develop over time.

DHS Workforce Planning Guide

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Introduction

This Guide is a practical reference that provides a systematic approach to workforce planning (WP) for managers, those supervisors who are developing skills associated with managing organizations, and others who participate in the WP process. This Guide is also useful for HR practitioners, budget analysts, and acquisition specialists who have roles to assist managers in meeting their WP responsibilities.

Have you ever found yourself in these situations?

- You sustain unexpected losses of employees at a critical time.
- You do not have the right skills in the right jobs.
- It seems like forever before a critical job gets posted.
- You are told once too often that it may be the wrong time of the year for effective recruitment.
- You return, without making selections, lists of job candidates.
- Your training budget is inadequate to meet essential employee developmental needs.

This Guide will help you deal more effectively with workforce situations.

Managers' Central Role

Managers at all levels within the Departments' components and other elements have a central and critical role in WP, and coordinating and carrying out assignments to successfully implement those plans.

What is Workforce Planning?

- A process to ensure that you have the right number of people with the right skills, experience and competencies in the right jobs at the right time.
- A methodical process that provides you with a framework for making staffing decisions based on an organization's mission, strategic plans, budgetary resources and desired workforce competencies.

Familiarity with WP Concepts

As a manager, you are already engaged in at least some aspects of WP, either formally or informally, so nothing in this Guide is without some context.

A common example of workforce planning happens when you have a vacancy to be filled. Below are some of the many linkages that you take into account as you prepare a course of action, such as:
- Deciding priority workforce needs.
- Determining that tasks of the position are stable or changing.
- Confirming the budget situation regarding hiring.
- Considering alternatives to hiring a permanent replacement for getting the work accomplished.
- Deciding the grade or grades to advertise.
- Establishing the recruiting areas.
- Selecting the predominant competencies desired.
- Communicating your desires and decisions for action and asking for quick feedback.

If you are not already familiar with the DHS Hiring Model (see Appendix A), you can use it as part of your WP strategy to streamline your hiring process and improve your chances of getting high quality selections. In a competitive employment market, anything that improves responsiveness to applicants will enhance your reputation as an employer.

Key Elements for Effective Workforce Planning

The following is a checklist of key elements of effective workforce planning discussed in this Guide.

1. Vision. [Steps 1 & 2A-C, pages 5-8]
Identify the organization's direction. Project the organizational configuration 3-5 years from now. Review and analyze the following:

A. Identify parameters.
____ Identify resources available
____ Adapt models, strategies, tools and processes
____ Establish the initial scope
____ Build on what is already being done

B. Establish your workforce planning team.
____ Identify a multi-disciplinary team
____ Discuss roles, responsibilities and commitment of each team member

C. Program plans for the future.
____ Anticipated program/mission changes
____ Anticipated volume, type and location of work to be done
____ Changes in organization/position structures
____ Past patterns/trends
____ Anticipated supervisory/managerial strengths
____ Skill mix of workers
____ Increasing/decreasing workforce demands

D. Budget situation.
____ Anticipated ceiling, budget philosophy or goals
____ Funding levels
____ Trends/patterns

E. Anticipated environment (internal/external) factors.
____ Legislative changes
____ Technological changes
____ Social changes

2. Current Resources. [Step 2D-F, pages 8-9]
Determine the future availability of current workers by doing the following tasks:

A. Conduct work force analyses.
____ Potential losses of current employees
____ Turnover data, retirement rates, retirement projections, promotion and award rates, etc.
____ Organization/position structures
____ Vacancies created by internal movement
____ EEO profiles
____ Supervisory/non-supervisory ratio data
____ Competitive sourcing

3. Needed Resources. [Step 2G-K, pages 9-11]
Identify anticipated shortfalls that need to be addressed.

A. Forecast specific needs in light of mission needs and vision. Forecast overall numbers by occupations.
____ By grades
____ By location of positions if applicable

B. Compare current available resources with needed resources for the future.
____ Net workforce needs
____ Increase in productivity levels (e.g., Strategic Plan Objective 6.2)
____ Skills/grade levels
____ Position management
____ EEO profile
____ Under-staffing or over-staffing
____ Career progressions
____ Supervisory/managerial replacements

4. Action Plan. [Step 3, pages 11-13]
Determine how your needs will be met by:

A. Addressing serious shortfalls and critical issues. Establish workforce objectives.

B. Develop an action plan.
____ Internal sources of workers
____ Recruitment for external sources of workers
____ Job redesign
____ Training, retraining, career development
____ Succession planning
____ Competitive sourcing
____ De-layering
____ Volunteers (where permitted)
____ Productivity improvement
____ Restructuring (organization/positions)
____ Position management plan

C. Develop a plan for handling labor management issues (if appropriate).
____ Legal and contractual requirements
____ Employee involvement
____ Negotiations
____ Potential for adverse outcomes
____ Union-management relations climate

5. Cost Implications. [Steps 4 and 5, pages 13-16]
Identify items with cost implications. Project an annual budget by:

A. Costing out the items requiring monetary support.
____ Grade distribution
____ Recruiting
____ Training, retraining, career management
____ Succession planning, de-layering cost
____ Relocation costs, reorganizing cost
____ Increased or decreased staffing

Why Do Workforce Planning?

- Helps you meet the organization's competency/skills needs by answering questions about workforce competencies now and in the future, and how organizational practices will maintain and develop these competencies.
- Provides focus for workforce demographics, retirement projections and succession planning.
- Provides a clear rationale for linking expenditures for recruitment, training, employee development, retention and other HR programs to the organization's short- and long-term goals and objectives.
- Provides you with tools to address changes in program direction that impact the type of work being performed.
- Assists you in creating a high quality, diverse workforce.
- Assists you in identifying partnering, de-layering and reorganizing opportunities.
- Provides critical information for inclusion in budget requests, strategic plans, the Federal Human Capital Assessment and Accountability Framework requirements (see below and Appendix B for more information), as well as various diversity reports available from your EEO/Civil Rights and Civil Liberties Offices.

Note: WP can be as complex or as simple as the organizational needs dictate. Even if you have few vacancies, utilizing WP can be critical for organizational performance improvement.

What is the Human Capital Assessment and Accountability Framework (HCAAF)?

- The HCAAF is a set of interrelated human capital systems that together strategically and operationally align human capital with other management systems and processes to effectively and efficiently meet mission goals and objectives.
- Workforce planning is one aspect contained in the first system of the HCAAF Strategic Alignment and has implications throughout the HCAAF.
- Metrics, the requirement to state planned actions in terms of measurable objectives along with the methods to measure progress, are a critical feature of the HCAAF.
- In addition to a brief explanation of the HCAAF in Appendix B, the appendix contains excerpts from and website links to the HCAAF, providing further explanations and context for WP and this Guide.

Note: For additional terms related to workforce planning, Appendix C provides a glossary.

Starting on the Road to Workforce Planning

Although many approaches and techniques exist for doing WP, the following have been identified as being essential organizational elements that provide a framework for effectively carrying out WP activities. When completed, the workforce plan should meet these checklist requirements:

- ☑ Be user-friendly and systematic.
- ☑ Reflect the management and organizational strategic objectives and culture.
- ☑ Have top management support.
- ☑ Integrate other planning resources into the process.
- ☑ Seek accountability for results at all levels.

Many models of WP exist in both the public and private sectors. Terminology will vary, but all have the following basic processes in common:

- ☑ Identification of staffing levels and competencies needed in the future.
- ☑ Analysis of the present workforce (demographics, loss projections, competencies, etc.).
- ☑ Comparison of the present workforce to future needs to identify gaps and surpluses.
- ☑ Strategy development to build the future workforce (e.g., action plan).
- ☑ Evaluation to make sure the workforce plan remains valid and objectives are met.

The DHS Model

Workforce Planning Model

1. Strategic Direction Setting
2. Supply, Demand, Discrepancies
3. Develop Action Plan
4. Implement Action Plan
5. Monitor, Evaluate, Revise

Step One – Strategic Direction Setting

A. Identify Parameters

Regardless of how complex or simple, WP will require input from a variety of functional areas and levels such as program managers, human resources, Equal Employment Opportunity (EEO), budget and finance, unions, etc. Ideally, leaders should identify a multidisciplinary team to conduct WP. Begin by considering the following parameters:

- ☑ Clearly understand why you are doing WP.
- ☑ Identify resources available.
- ☑ Adapt models, strategies, tools and processes to your organizational environment and needs.
- ☑ Concentrate on planning outputs that are organizationally meaningful and which support program objectives, budget requests, staffing requests and strategic plans.
- ☑ Begin with a set of assumptions that establishes the initial scope of WP within your organization.
- ☑ Determine if the work is inherently governmental or commercial in nature.
- ☑ Start with a manageable scope that can be accomplished within a reasonable time period.
- ☑ Build on what is already being done, e.g., a special recruitment program for a specific occupation.

> *Note: Once you have adopted what you consider to be the appropriate set of parameters, discuss them with your management chain to ensure their support.*

B. Organize and Mobilize Strategic Partners

Now that you have identified the parameters for the project, begin assembling the workforce planning study team. Team members should include expertise in the following:

- Strategic Planning
- Budget and Financial Management
- Human Resources
- Equal Employment Opportunity
- Program Areas (e.g., subject matter experts)
- Management Analysis

Strategic planning provides organizational direction and measurable program goals and objectives. The *budget* process plans for the funding to achieve these objectives. *Human resources management* provides tools for competency identification, recruitment, retention, training and placing employees to meet identified future workforce priorities. *EEO* facilitates an understanding of the relationship between the goals and objectives of the organization and EEO policies and diversity strategies.

Request that leadership also appoint specific offices and individuals to serve as key players, including employees from any targeted occupational groups that may be impacted by the WP study. This is also the time to clarify the roles, responsibilities and commitment of each team member/advisor. List the following information for each team member:

- ☑ Name of member
- ☑ Occupational group represented
- ☑ Specific role
- ☑ Responsibilities
- ☑ Time committed to the project

You are now ready to begin WP according to the following steps that are outlined in the remainder of this Guide.

Step Two – Supply, Demand & Discrepancies

A. Define Scope of WP

Understand the scope of the study in terms of exactly what information will help develop a full workforce plan. Begin by identifying the scope of data and scope of the organization as outlined below:

- ☑ Decide the focus — the entire organization, sub-unit, specific occupation or functional area.
- ☑ Determine the number of years for which the WP study process will make projections (a 3 to 5-year plan is recommended).
- ☑ Determine whether the "workforce" includes permanent and/or temporary employees, contractors, volunteers, etc. This may include reviewing positions and position descriptions, organizations and functions for possible competitive sourcing. It also involves looking for organizational de-layering and/or restructuring opportunities. It is recommended that, if feasible, all "workers" be studied in the planning.
- ☑ Examine EEO diversity and cultural issues. Ensure that the approach promotes equality of opportunity and access for all employees and does not raise barriers for segments of the labor force.
- ☑ Identify baseline human resources and financial data, such as on-board staffing, as well as annual and projected budgets that will be used for the analysis.
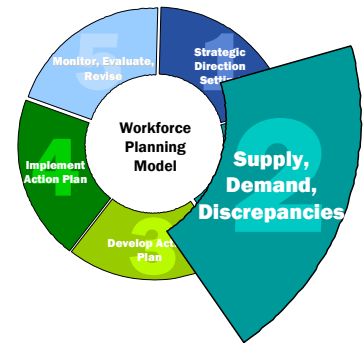
Addressing each of these issues will assist you in defining the scope of your workforce planning. This is a critical step in the beginning stages of understanding your workforce dynamics. It is recommended that these answers be documented as a section of the plan for future reference.

The following sections will guide you in collecting all the data you will need to precede with the other steps in conducting a workforce plan analysis.

B. Collect Supporting Documents

You must gather a variety of information and data in order to conduct comprehensive WP to determine future needs as well as the projected workforce supply. In order to paint the picture of the future, you should begin by:

- Examining planning documents (strategic plans, performance plans, position descriptions, etc.).
- Reviewing current and projected financial/budget information.
- Determining major planning issues (external influences, trends and anticipated changes in budgets).
- Developing assumptions and setting objectives accordingly.

You will need to collect as many documents/reports as possible to assist you with understanding your organization's vision, outlook, and overall workforce dynamics. Examples include:

- ☑ Strategic Plan Goals and Objectives
- ☑ Organizational Performance Plans
- ☑ Existing DHS Workforce Plans
- ☑ Organizational Charts
- ☑ Staffing Plans
- ☑ Workload Reports
- ☑ Organizational Studies
- ☑ Current Competitive Sourcing Competition Plan/Schedule
- ☑ Budget and Financial Reports
- ☑ Secretary's Disability Initiative
- ☑ Recent Federal Activities Inventory Reform (FAIR) Act Inventory
- ☑ Various Diversity Reports (available from your EEO/CRCL Office)

Follow the instructions below to analyze each document. This information will be referred to throughout the processes and will be the driving force behind each step and strategy hereafter.

C.   Examine the Data for the Future Needs

The Demand Analysis deals with the workforce that will be needed to accomplish future functional requirements and carry out the mission of the organization. To assist in analyzing the data you have collected, answer the following three groups of questions using the information you have collected. This examination of the data will allow you to determine the future needs of the organization.

Three Sets of Questions That Will Impact the Demand Analysis

1. What changes are anticipated over the next 3 to 5 years regarding:
- ☑ Mission, base functions, strategic goals and objectives, operational goals, etc.
- ☑ Budget, trends and patterns. Do projected funding levels support positions and objectives? Are there any changes to your philosophy or approach to budgeting?
- ☑ Impacts of internal and external environment (legislative changes, Departmental initiatives, social and economic trends.)
- ☑ Planned full-time employee (FTE) reductions or increases (what career fields, how many, etc.)
- ☑ Labor force supply trends
- ☑ Shifting skills/competencies needed
- ☑ New technology/innovations
- ☑ Changes in organizational structures
- ☑ Competitive sourcing (A-76)
- ☑ Contract costs and the possibility of re-federalizing commercial work
- ☑ Partnering, (with other federal agencies, state agencies, etc.)
- ☑ Use of retirees, volunteers (where permitted)
- ☑ Duration of the projects and programs

2. How will these changes affect:
- ☑ The volume, type and location of work to be performed
- ☑ Organizational structure and design
- ☑ Work performed through contract
- ☑ Mix of skills
- ☑ Supervisor/manager to employee ratios
- ☑ Increasing/decreasing/mix of workforce staffing levels (FTEs and non-FTEs)

3. What is the planned organizational outlook for the future and how do you plan to meet those goals? Examine the workforce by analyzing:
- ☑ The number of FTEs needed in what organization, in what occupational series, with what skills and competencies and by when
- ☑ Number and kinds of skills/competencies needed at each level of expertise (full performance, mid-level, trainees)
- ☑ Number of supervisors/non-supervisors
- ☑ Number of types of teams (teaming cultures and strategies)
- ☑ Number and type of other-than-full-time employees
- ☑ Diversity objectives
- ☑ Secretary's Disability Initiative
- ☑ Employee developmental needs
- ☑ Positive education requirements
- ☑ Certifications, licenses
- ☑ Various diversity reports (available from your EEO/CRCL office)

Note: This information will be needed when you determine your gap and analyze strategies and action items to address those gaps.

The section below focuses on gathering information to analyze how the projected workforce supply will look by applying projected retirements and turnover to the current workforce. It will be based on workforce demographics and employment trends. Demographics include occupations, grade levels, organizational structure, race/national origin, gender, age, length of service, retirement eligibility and similar information and will provide the necessary baselines for analysis. Trend analysis provides both descriptive and forecasting models which describes how turnover will affect the workforce in the absence of management action. Analysis can provide powerful predictors of how many employees will actually retire, resign or transfer. Workforce demographic data will provide a snapshot of your organization-by-organizing workforce data. This information is primarily from DHS' National Finance Center (NFC) HR data system.

D. Data Assessment by Occupational Series – Current Workforce and Baseline

In order to determine the current workforce supply and obtain a snapshot of the organization, collect applicable data for each occupational series or for significant occupational series/grouping to determine the following:

- ☑ How many employees are at each organizational level?
- ☑ What is the grade structure for these series?
- ☑ What is the average grade for employees in this field?
- ☑ What is the turnover rate?
- ☑ Are employees in this field moving around within the Department?
- ☑ Are employees retiring when eligible?
- ☑ What is the average age and years of service at retirement?
- ☑ What is the predicted retirement count for the next three to five years?
- ☑ What are the diversity (e.g., race, gender, ethnicity, etc.) statistics for this field?

> *Note: See Appendix D, Draft Workforce Metrics, for data assessment examples. This type of information can be obtained from a variety of primary sources such as NFC, Payroll, FEDSCOPE (www.fedscope.opm.gov); and your servicing HR office and Equal Employment Opportunity (EEO) office can assist you in collecting this data. Request the workforce data be downloaded into an Excel or similar spreadsheet for ease of use.*

E. Data Analysis – Determine Present Supply

Now that the information above has been collected, begin analyzing the information to answer the questions outlined in Step Two D above, and populate the Present Supply row on the Gap Analysis Form (sample shown below).

Gap Analysis Form

WORKFORCE PLAN	Information Technology Specialist GS-2210-12 (Full Performance Level)	# OF POSITIONS BY SERIES AND GRADE (FPL)	# OF POSITIONS BY SERIES AND GRADE (FPL)
PRESENT SUPPLY	10		
Minus Expected Attrition	-5		
Plus Projected Supply (soon to be hired)	+3		
FUTURE SUPPLY	8		
Minus Future Demand	-12		
WORKFORCE GAP	(4)		

A negative ( ) workforce gap is the number of future employees needed. A positive gap means an expected surplus-to-needs situation.

F. Document Projected Workforce (Subtract Projected Attrition/Add Positions to be Filled)

After determining the projected workforce that your organization will have based on retirements and natural attrition, complete the Future Supply row on the Gap Analysis Form. See Step Two D for data collection sources. When ready, populate the Projected Supply (e.g., job offers accepted) row.

G. Document Discrepancies (Future Demand)

Now begin the process for documenting future demand by title, series and grade (competency, location, etc., as applicable) on your Gap Analysis Form. What work will your organization do in the future and how will it be accomplished? Use the information collected in Step Two C above and your consideration of the factors below in determining your organization's future needs in terms of specific competencies, FTEs, position allocation by occupational series and grade, etc.

Three Factors That Will Impact Future Analysis

Identify Relevant Influences

The information collected in Step One *(Strategic Direction Setting)* and Step Two C *(Examine the Data for the Future Needs)* is used to determine the organization's future needs in terms of specific skills/competencies needed, FTE's, etc. In particular, computer systems and internet technology will continue to impact how many individuals and organizations perform in the future.

The mission, vision, goals and objectives of the organization, which have already been identified in the previous steps, help define the workforce needed in the future. Coordinate with your human resources management specialist who can identify the relevant occupational series.

An important part of the future needs forecasting process is the examination of:
1) Anticipated occupations needed.
2) What work the organization will do in the future.
3) How the work will be performed.

Anticipate Future Changes

Consider the following in identifying anticipated changes:
- ☑ What changes are expected over the planned time period in mission, functions, strategic goals and objectives? Will the program or organization's method of doing business change?
- ☑ What are the budget trends and patterns?
- ☑ Do projected funding levels support positions and objectives?
- ☑ Are there any changes expected in the number of FTEs?
- ☑ What factors in the internal and external environment will impact decisions (legislative changes, departmental initiatives, social/economic trends, etc.)?
- ☑ What is the nature of the work to be done, in terms of volume, location and duration?
- ☑ Can these services be converted to contract or reimbursable performance? Agencies must also incorporate the impact of the Federal Activities Inventory Reform Act (FAIR) Act on the future workforce (www.whitehouse.gov/omb/circulars/ and www.dhs.gov/competitivesourcing).
- ☑ Will the use of retention incentives decrease critical turnover and help retain important skills?
- ☑ Can volunteers, as permitted, be utilized to a greater extent?
- ☑ Can the organization be restructured by using E-Gov? Can the organization be de-layered? Can employees be moved closer to customers?

Determine Impact of Changes
Once the anticipated changes are identified, following this checklist will help determine how these changes affect:

- ☑ The amount, type, duration and location of work to be completed
- ☑ Organizational structure and design
- ☑ The mix of skills/competencies
- ☑ The supervisors/manager to non-supervisory employee ratio
- ☑ Diversity initiatives
- ☑ Increasing/decreasing workforce demands
- ☑ Moving work to contingency workers and contracts

H. Calculate Workforce Gaps

Calculating the gap is important for identifying personnel and/or skills/competencies in the current workforce that will not meet future needs (need exceeds supply). It will determine whether the current workforce exceeds the needs of the future (supply exceeds need). The gaps are identified as a result of an analysis of the differences between the forecasted needs and future workforce supply. This analysis reveals workforce surpluses and deficits in raw numbers, and will assist with further planning for addressing these gaps. The formula below represents the gap calculations:

$$\text{Gap} = \text{Demand} - \text{Current Supply} - \text{Turnover}$$

There are also situations where the supply will meet the future needs, thus resulting in no gap or a difference between supply and need of zero. Depending upon how the supply and needs were determined and the level of specificity, the gap can be identified by specific title, series, grades, competencies, locations, etc. or any variation needed. The comparison requires that any skills/competencies sets developed in the supply analysis and demand analysis phase be comparable — not independently developed.

I. Complete the Gap Analysis Form

Finalize the Gap Analysis Form once you complete the instructions outlined in Step Two A-H. The completion of the Gap Analysis Form will reveal the gaps in meeting future and current workforce needs. A negative ( ) workforce gap is the number of future employees needed. A positive gap means an expected surplus-to-needs situation.

J. Gap Prioritization

Once the gap between future needs and projected workforce supply is identified, consult with management to prioritize the significant gaps that have the most impact on organizational goals.

K. Future Step – Conduct Skills/Competency Analysis

In order to understand whether the organization will have the skills needed in the future, determine the skills/competencies of the current workforce.

> *Note: We recommend not waiting to analyze competencies in the second iteration of WP in the organization. For the first time concentrate on occupational series. This will allow access to historical data and allow you to build a baseline that can later be refined to determine requirements using a skills/competency analysis.*

Follow the steps outlined below to conduct a skills/competencies analysis:
1) Identify the job skills/competencies that will be required for future positions in your organization. A matrix can be used as a tool for identifying the skills/competencies that are or will be required for specific positions. (The job skills/competencies may already be identified. Work with your HR Specialist to clarify this.)
2) Determine whether current employees possess the skills/competencies that will be required by the identified positions. If the process indicates that the future workforce demands will differ only in minor ways from the present, this phase of analysis should be relatively straightforward. Otherwise, a skills assessment/competency tool can be used to measure individual employee competencies and complete the missing data.
3) Analyze the difference (if any) between current employee skills/competencies and future organizational needs.

The results of the skills analysis will establish the focus of recruiting and training efforts. It will also help to identify potential retraining needs that employees in certain "excess" or "surplus" positions may require in order to transition into other positions within the organization.

Note: Many competency and skills analysis models, including automated tools, are available through commercial vendors. Check with the DHS Office of the Chief Human Capital Officer to see if there is a corporate automated tool available.

Step Three – Develop the Action Plan

A. Design a Workforce Plan to Address Skill Gaps

Remember that the DHS workforce is and will always be a mix of in-house, contracted and reimbursable support resources. Begin developing strategies and action items for addressing your workforce gaps. When developing strategies, the following checklist contains examples of issues to consider:

- What skills are currently vital to the accomplishment of the organization's goals and objectives?
- What are the costs associated with the strategies for addressing/filling competency or skill gaps, such as training, retraining, relocation, contracting or recruiting options?
- How to keep knowledge from being lost (e.g., developing standard operating procedures (SOPs) and other examples of knowledge transfer, etc.)?
- How is the organization addressing skill imbalances due to attrition, including retirement over the next 5 years?
- Are there ways to maximize recruitment in order to minimize training needs of new employees?
- What retention strategies are necessary and most feasible?
- What are the costs of these retention strategies?
- Are there alternative training mechanisms (on-the-job training (OJT), education, upward mobility)?
- How to obtain needed skills through sharing of resources?
- What is the cost-effectiveness of contracting, outsourcing or using volunteers (as permitted)?
- Are there ways to restructure by using E-Gov; de-layering?

B. Identify Strategies and Action Items

Determine strategies and specific action items to address gaps. Strategies are broad categorical statements, whereas action items are specific approaches that have measurable objectives and identify the specific person(s) responsible for implementing the action items and when it will be accomplished.

Examples of types of strategies to consider for addressing gaps include:

Strategy: Address gaps with surplus employees

Review the list of surplus positions available from your Gap Analysis Form. Next, review the skills associated with each of those surplus positions. After completing the skills analysis, determine which positions can transition into the gaps to be filled. To do this, consider:
- Are these skills transferable to the positions to be filled, and
- Can any of the positions be filled by retaining employees (e.g., via employee development)?

Once you have identified the positions to be filled and the surplus positions, identify and document:
- Needed and surplus positions with the same skill requirements
- Surplus positions that can be easily reclassified to the positions needed
- Positions that can be converted to trainee positions

Strategy: Partner with academic institutions with high minority enrollments

The action item associated with this strategy could indicate that you would establish a memorandum of understanding with a member institution of Historically Black Colleges and Universities (HBCU). Fill work-study positions under the Student Education Employment Program, Student Career Experience Program, considering candidates from the HBCU as part of the recruitment pool.

Strategy: Utilize the DHS Hiring Model to increase teamwork and improve efficiencies and effectiveness in hiring. See Appendix A to view the DHS Hiring Model.

Examples of action items associated with this strategy include:
- Improve the linkages between the Hiring Model and the workforce plan
- Reduce the average time it takes to complete the Hiring Model cycle

Strategy: Increase use of certain appointing authorities for recruitment

Examples of action items associated with this strategy include:
- Presidential Management Fellows Program
- Student Career Experience Program
- Disabled Veterans
- Special appointment authorities associated with hiring people with disabilities
- Veterans Recruitment Appointments
- Intergovernmental Personnel Act authority

Strategy: Use a variety of incentives/mechanisms to recruit and retain needed employees.

Action items associated with this strategy can include, for example:
- Develop a formal mentoring program for incumbents of targeted position groups.
- Institute voluntary rotational assignments.
- Use volunteers, where permitted, to attract community and employment interest.
- Partner with another component/agency to expand employee development.
- Use recruitment, relocation, and retention incentives and tuition reimbursement.
- Expand outreach through job fairs, advertising, websites, employee referrals, etc.
- Expand use of work-life programs (e.g., alternative work schedules, flexi-place, part-time employment, child care facilities and subsidies).
- Use automated hiring systems to reduce hiring turnaround times.

The format below shows one means by which action plans can be documented. (See Appendix E for examples of action item objectives, measures and measurement methods.)

STRATEGY / ACTION ITEM	RESPONSIBLE OFFICIAL	EXPECTED COMPLETION DATE	DATE COMPLETED	STATUS / REMARKS

Step Four – Implement Action Plan

Once the strategic direction has been established (Step One of the WP Model), the workforce supply and demand realities have been identified (Step Two) and the action plan developed (Step Three), the finalized plan can be implemented.
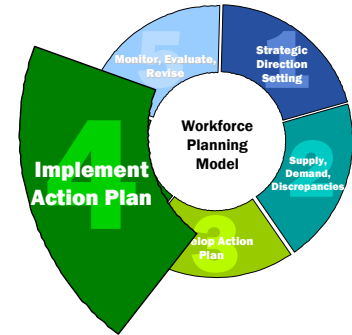
A. Management, Leadership and Support
Successful WP requires the commitment and leadership of top management. Senior managers must not only lead the planning process, they must assure that workforce plans are aligned with strategic direction, and must hold subordinate managers accountable for carrying out WP and for using its products.

Workforce planning provides a sound basis for justifying budget and staffing requests, since there is a clear connection between missing objectives, the budget, the human resources needed to accomplish them and expected measurable results.

B. Conduct Recruitment, Hiring, Training and Placement
Given the increasing mobility that defines today's workforce, it is essential for your organization to design, develop and implement recruitment, hiring, training and placement programs that are continuous, innovative, targeted and linked to the Department's/component's human capital strategies and supported by diverse labor pools. (See Appendix F, Career Patterns).

C. Implement Retention Strategies
Research has demonstrated that today's average employee stays on a particular job for an average of 36 months. To avoid critical retention/succession situations created by this cycle, you must know what losses to expect from turnover, and if this is a problem you must know and understand what high-performing employees want and need to stay with your organization and apply their accumulated capabilities to accomplishing your mission goals. A progressive retention plan should:
1) Define what constitutes high performance relative to accomplishment of your organizational goals and which employees are making the most contribution.
2) Develop an infrastructure to provide constant feedback between these critical employees and their supervisors/managers.
3) Develop a means of providing incentives and/or working conditions designed to retain high-performing employees. This system must provide an accurate measurement of the actual return on investment concerning the retention of high-performing employees.

D. Use of OMB Circular No. A-76 and the FAIR Act

WP is an integral part of the Federal Activities Inventory Reform (FAIR) Act inventory process and in the development and implementation of the Most Efficient Organization (MEO) within the competitive sourcing process. The FAIR Act directs federal agencies to submit yearly inventories of all activities performed by federal employees, those inherently governmental and those not inherently governmental in nature (i.e., commercial in nature). The FAIR Act seeks to achieve economy and enhance productivity and quality through competition to obtain the best value to the American taxpayer. WP can help to identify work as inherently governmental or commercial in nature, identify current and projected workforce skill and attrition gaps, provide input to when competitions for commercial work should be scheduled to mitigate adverse actions or to prevent mission impacts caused by emerging gaps or weaknesses and can be used to assist in the development of competitive in-house MEO offers. OMB Circular No. A-76 and DHS MD 0476 provide guidance, policies and procedures on implementing the FAIR Act and the Department's competitive sourcing program.

The OMB Circular No. A-76 provides guidance, policies and procedures on how to implement the FAIR Act and on how to conduct a comparison of alternative federal, private sector and reimbursable costs on a level playing field, to include:

In-House Costs
- Personnel
- Materials and supplies (raw material, parts, components, office supplies)
- Other specifically attributable (depreciation, cost of capital, rent, maintenance and repair, utilities, insurance, travel, etc)
- Additional overhead (office and plant arrangements, transport, employee recruitment, training, relocation and other expenses)

Contract or Interagency Shared Service Agreement (ISSA) Performance Cost
- Contract/ISSA price
- Contract administration
- Additional (transportation or purchased services resulting from unusual or special circumstances that may be encountered in particular cost comparisons)
- One-time conversion
- Gain on Assets Federal Income Taxes

OMB provides additional information regarding the FAIR Act and OMB Circular No. A-76, on their website at www.whitehouse.gov/omb/circulars/ and at www.dhs.gov/competitivesourcing.

E. GPRA and Budget Information

The Government Performance Results Act (GPRA) requires agencies to prepare annual performance plans that set measurable goals defining what will be accomplished during a fiscal year. The DHS GPRA goals and performance measures focus on the outcomes and results DHS components and offices work to achieve through our many programs. These requirements have led components and offices to establish outcome-focused goals.

WP provides the means for achieving overarching program goals. Program goals will not be achieved without the right number of people with the right competencies in the right place at the right time. As components and offices develop strategies that support the achievement of both long-term and annual program performance goals in the strategic and performance plans, we need to include management activities (such as workforce planning) as essential parts of a broad-based management strategy. In order to meet a goal, as well as to present a strong justification to appropriators, components and offices should apply WP methods and techniques in developing workforce requirements.

F. Budget Submission Requirements

Components and offices are encouraged to include outputs of WP (including their workforce analysis) as supporting documentation in their budget justification. This will optimize the Department's opportunities for success in the budget process.

OMB sets requirements in OMB Circular A-11 to provide the link between dollars and personnel. A-11 requires agencies to submit the following type of information in their budget requests to Congress (See http://www.whitehouse.gov/omb/circulars/a11/current_year/a11_toc.html). Effective workforce plans should include information and documentation in each of these areas:

1) **Required FTE's and Grades Costs (broken out by full-time permanent and other than full-time permanent status).** Include all positions including student programs (Student Temporary Employment Program, Student Career Experience Program, Volunteers, Summer Students, etc.).
2) **EEO Program Costs.** Project costs involving training, awareness activities, recruiting programs, etc.
3) **Award Program Costs.** Annual sum of organization's performance management plan projects for award program. This will usually be a percentage of the total personnel compensation program (e.g., 1% of total personnel budget).
4) **Leadership Selection and Development Program Costs.** Project cost for program administration, contractor support, training, travel, per diem, etc.
5) **Incentive Costs.** Project costs for recruitment, relocation, and retention incentives.
6) **Relocation Costs.** Project costs for transportation, per diem, transportation of household goods, storage and care of household goods, allowances for home sale/purchase expenses, temporary quarters subsistence, reimbursement of income taxes, moving expenses, relocation service charges, etc.
7) **Recruitment Program Costs.** Project costs for publicity material, program administration, travel, per diem, school recruitment fees, etc.
8) **Downsizing Costs.** Project costs of voluntary separation incentive programs (buy-outs), early-out retirements, severance pay, etc.

Step Five – Monitor, Evaluate, Revise

A. Review of Outcomes

The WP process, especially the strategies and action items, should serve as a roadmap for managers to ensure the right people with the right skills/competencies are in the right locations at the right time in order to achieve the organization's long-term and short-term goals. The outcomes should be continuously evaluated to determine progress in addressing the gaps and, specifically, where adjustments to the strategies and action items are needed. The team should meet formally at least quarterly, more often as necessary and consistent with project plan action item due dates to avoid delays in accomplishing objectives.

B. Assess Accomplishment and Effectiveness of Outcomes

There are many different methods to obtain feedback concerning the achievement of accomplishments and the effectiveness of outcomes. This information can be obtained via meetings, surveys, focus groups, review of accomplishment reports, etc. Regardless of the method, you should *ask the following*:

1) Were the actions and strategies completed and do they meet the objectives?
2) Did the action plan accomplish what was needed?

3) If not, have the organization's strategies upon which the plan is based changed? Where there other factors preventing the obtainment of the goal?
4) Are the assumptions of the need and supply models still valid?
5) Have the conditions changed such that the strategies need to be revisited?
6) Is there a need to modify the action items?

C. Address Need for Adjustments to Strategies and Action Items

After the above analysis has been conducted, you should take steps to remedy problems in implementing action items*. Examples include*:
1) Change timeframes for implementation of action items as warranted by business requirements.
2) Adjust content of action items. Actions items may be deleted because they are no longer valid and/or feasible, e.g. budget, reorganization, etc.
3) Hold persons responsible for action items accountable.

D. Communicate Changes

Changes to the action items must be communicated to responsible individuals in a timely manner to allow for questions and clarification. Similarly, achievement of action items should be reflected in your organization's annual accomplishments and ultimately the fulfillment of strategic goals.

E. Review and Determine Effectiveness of Process Steps

The WP process is a continuous process of forecasting, clarifying and identifying organizational workforce needs, assessing competencies and implementing appropriate interventions. The process should be continuously evaluated to determine how well each of its component parts are functioning and where adjustments are needed.

You should obtain feedback from participants and customers, including managers and top-level officials, to determine the effectiveness of the WP process in producing a useful product. This information can be obtained via a variety of information gathering methods such as interviews, focus groups, surveys, review of the quality of the workforce plan, etc. Following is a *checklist of questions to ask*:
1) What was expected from this process?
2) Did the process produce a plan useful to managers in support of the organization's strategic goals?
3) What worked and why — what did not work and how could it be improved?
4) If some of the steps did not work, how did you proceed?
5) Was there enough time to conduct WP?
6) Were the appropriate organizations involved?
7) Were adequate resources provided?
8) Were the costs and saving estimates accurate?

Also, there may be external and internal forces that precipitate changes to the process including: reorganizations, redistribution of resources, new or changes to information data systems, budgetary and strategic planning cycle changes, etc.

F. Communicate Changes

You should take appropriate actions to address process inefficiencies. Any changes to the processes and subsequent impacts should be fully discussed and analyzed with the multi-disciplinary team to ensure the changes do not create unforeseen roadblocks. Modifications to the processes should be communicated to everyone as soon as possible to ensure sufficient time for training and/or questions.

Next Steps for You

- Share the Guide.
- Use it to raise awareness with peers and those organizations and individuals who need to join together to make this WP Model a working reality.
- Chair a meeting to discuss the purpose and basic WP process.
- Ask support organizations to read the Guide and volunteer what they can do to support WP.
- Start with a scope of WP that enables a team to get their feet wet. Use Steps One and Two as a guide in selecting the objective of your first WP effort.
- Apply the WP Model.
- Emphasize Step Five to gain valuable feedback on how the process worked and make adjustments accordingly for the next WP effort.

Acknowledgements

The Department especially thanks the Departments of Interior, Treasury, Veterans Affairs and the Office of Personnel Management for generously sharing their WP processes. Preparation of this Guide relied on documents they provided and accompanying advice. Thanks also to the DHS Workforce Planning Council, which plays a significant role in the WP process in DHS.

Appendix A – DHS Hiring Model

STEP 1
Request Approval to Fill Vacancy

STEP 2
Review Workforce Analysis and Understand Skill Gaps

STEP 3
Review Position Description for Alignment with organizational Mission and Job Requirements

STEP 4
Conduct Job Analysis

STEP 5
Create Candidate Assessment Tool

STEP 6
Choose Ranking Method

STEP 7
Draft and Approve Vacancy Announcement

STEP 8
Post Vacancy Announcement

STEP 9
Conduct Appropriate Recruitment Activities

STEP 10
Close Vacancy Announcement

45 day model begins

STEP 11
Screen Applicants for Minimum Qualifications/Selective Factors

STEP 12
Rate Qualified Applicants

STEP 13
Apply Veterans' Preference, Rank Qualified Candidates and Deliver Certificate(s)

STEP 14
Review Applications

STEP 15
Schedule and Conduct Interviews

STEP 16
Check References

STEP 17
Make Selection(s) and Return Certificate(s)

STEP 18
Extend Job Offer(s)

45 day model ends

STEP 19
Conduct Background Check

STEP 20
Measure for Success

Appendix B – Human Capital Assessment and Accountability Framework (HCAAF)

The HCAAF provides a comprehensive framework that ties Human Capital strategic planning to Departmental strategic planning, budget planning, as well as other significant planning related programs and reporting requirements required under such provisions as found in the Government Performance and Results Act (1993), the Chief Human Capital Officers Act (2002), and the Federal Workforce Flexibility Act (2004).

OMB, OPM and Government Accountability Office (GAO) collaborated to create human capital systems, and from that OPM developed the HCAAF to guide each agency in the implementation of these systems.

Workforce Planning is one element of the first Human Capital System under HCAAF, that of Strategic Alignment. Workforce Planning (WP) is an integral factor in the strategic planning/alignment process.

WP also has implications in all the other four systems, but most strongly in:
- Leadership and Knowledge Management
- Talent Management

These two HC systems both are noted for requirements to assess both the quantification and qualification gaps between the current workforce's competencies and those competencies that will be in demand in the future.

In addition to the categorical descriptions of these HC systems, note the emphasis on required metrics and suggested metrics. Do not be fooled that these are suggested metrics in the sense they can be ignored. Quite the contrary, expect to use most of these metrics unless better (more applicable) ones can be substituted given the functional, occupational, or organizational situations. For examples of key element performance indicators for WP, refer to the OPM WP table in this appendix, or connect to the link at OPMs HCAAF website: www.opm.gov/hcaaf_resource_center/assets/sa_wp_kepi.pdf.

This Guide addresses the basics of WP, but when becoming significantly involved in formal WP, review in detail not just DHS documents related to planning and budgeting, but also the HCAAF in more detail than can be provided in this Guide, including metrics, beginning at: http://www.opm.gov/hcaaf_resource_center/2-2.asp. The following pages include information excerpted from the HCAAF Workforce Planning Critical Factors.
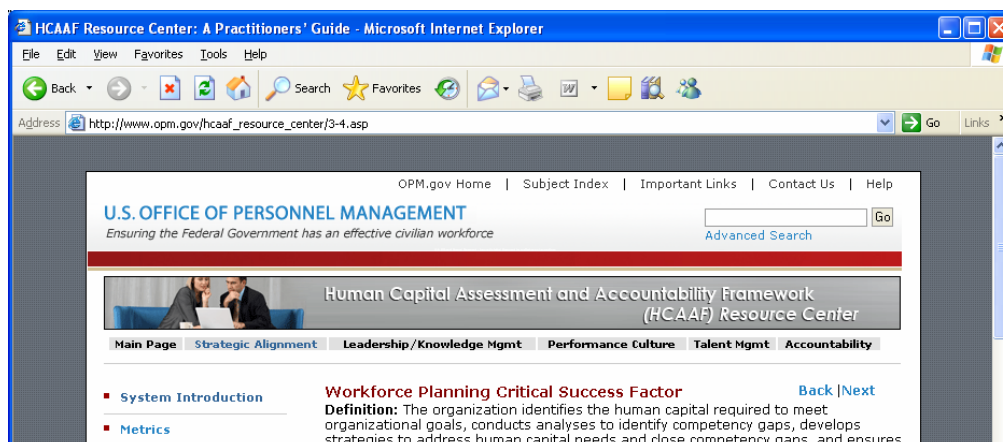
Definition: The organization identifies the human capital required to meet organizational goals, conducts analyses to identify competency gaps, develops strategies to address human capital needs and close competency gaps, and ensures the organization is appropriately structured.

When the key elements of the critical success factor Workforce Planning are effectively implemented, agencies will realize the following results:

- Effectiveness results. (http://opm.gov/hcaaf_resource_center/3-4.asp#item1#item1)
- Compliance result. (http://opm.gov/hcaaf_resource_center/3-4.asp#item2#item2)

Select this link to view the key elements and suggested performance indicators for this critical success factor. (http://opm.gov/hcaaf_resource_center/assets/sa_wp_kepi.pdf)

Effectiveness Results

- The agency approaches workforce planning strategically and in an explicit, documented manner. The workforce plan links directly to the agency's strategic and annual performance plans and is used to make decisions about structuring and deploying the workforce.
- Mission-critical occupations and competencies are identified and documented, providing a baseline of information for the agency to develop strategies to recruit, develop, and retain talent needed for program performance.
- The agency's documented workforce plan identifies current and future workforce competencies and the agency is closing identified competency gaps through implementation of gap reduction strategies such as:
  - Restructuring
  - Recruitment
  - Competitive sourcing
  - Redeployment
  - Retraining
  - Retention (e.g., compensation, quality of work life)
  - Technology solutions.
- A business forecasting process is implemented that identifies probable workforce changes, enabling agency leadership to anticipate changes to human capital that require action to ensure program performance.
- Based on functional analyses, the agency is appropriately structured to allow the right mix and distribution of the workforce to best support the agency mission.
- Based on analysis of customer needs and workload distribution, the agency has the right balance of supervisory and non-supervisory positions to support the agency mission.

Compliance Result

The CHCO assesses workforce characteristics and future needs based on the agency's mission and strategic plan in accordance with the CHCO Act of 2002 (5 U.S.C. 1402). (http://www4.law.cornell.edu/uscode/html/uscode05/usc_sec_05_00001402----000-.html)

WORKFORCE PLANNING

KEY ELEMENTS	SUGGESTED PERFORMANCE INDICATORS

The agency's workforce planning system includes a workforce analysis process that:

- Identifies mission-critical occupations and competencies essential to achieving strategic goals
- Analyzes current strengths and weaknesses regarding mission-critical occupations and competencies
- Identifies competency gaps and deficiencies, including current and future competency needs and losses due to voluntary attrition
- Systematically defines the size of the workforce needed to meet organizational goals
- Uses workforce planning reports and studies in conjunction with the best practice benchmarks to determine the most effective work levels, workloads, and resources for efficient functioning
- Bases decisions related to restructuring, redeployment, and reorganization on current empirical and workforce analysis
- Conducts risk assessments to minimize adverse impacts on workforce due to restructuring
- Documents and assesses key supporting functions of all business areas
- Regularly evaluates customer/citizen needs and incorporates these needs into workforce plans, organizational goals, and functions

Effectiveness Indicators

- Studies indicate which occupations and competencies are essential to achieving the agency's strategic goals.
- Mission-critical occupations and competencies are identified in the agency's strategic plan and/or performance plan, and its strategic human capital plan.
- A methodology exists for determining mission-critical occupations and competencies based in part on professional qualifications (e.g., certifications, licenses).
- Trends in mission-critical occupations are analyzed in terms of the following suggested factors in order to continually adjust the agency's recruitment and retention strategy to its current state of need:
  – Number and distribution of positions by pay plan/grade or pay band/series and geographic location
  – Average age
  – Average length of service
  – Diversity trends
  – Average grade/band
  – Retirement eligibility (current and expected)
  – Turnover (e.g., separations, resignations, transfers, retirements)
  – Surpluses in occupations and competencies.
- Competency and/or staffing models have been developed and there is analysis of gaps between the current and desired competencies for mission-critical occupations.
- Documentation indicates workforce analysis occurs on a periodic basis and is used to drive human capital policy and decisions.
- The agency uses a documented, systematic strategic workforce planning process that addresses the following issues:
  – The link to the agency's strategic plan and the strategic human capital plan
  – The link to the agency's annual performance/business plan
  – Work activities required to carry out the goals and objectives of the strategic plan (long term) and performance plan (short term)
  – How to structure the organization (e.g., determine what must be done for

WORKFORCE PLANNING

KEY ELEMENTS	SUGGESTED PERFORMANCE INDICATORS
The agency's workforce planning system includes a workforce analysis process that:	continuance of Government operations, determine necessary layers, streamline functions, consolidate organizational elements) and its work processes/ workflow to carry out work activities
	– How to continually update the process to reflect mission changes, technology advances (e.g., e-Government), funding levels, competitive sourcing, and other change drivers
	– Analysis and assessment of the current workforce (e.g., skills, demographics, attrition) to meet long-term and short-term goals and objectives
	– Workforce analysis including indicators such as size and distribution of workforce (including Senior Executive Service (SES)) by grade, series, geographic locations, types of positions occupied, pay plan, veteran representation, etc.
	– How to develop current employees, recruit to fill long-term and short-term goals, and provide for continuity of leadership through succession to key positions
	– How to minimize the adverse impact on the workforce in restructuring the organization and its work processes.
	• The agency uses multi-faceted techniques to close competency gaps within the organization (e.g., strategic recruitment, mid-career hiring, training).
	• The agency conducts regular assessment of its need for, and deployment of, executive resources.

WORKFORCE PLANNING

KEY ELEMENTS	SUGGESTED PERFORMANCE INDICATORS

The agency's workforce planning system includes a workforce analysis process that:
 	
• Forecasts future business changes in the work of the agency and how the changes will affect the workforce
 	
• Regularly tracks established performance measures, workforce trends, and technological advances to ensure updated models for meeting citizen and organization needs.
	• Line managers and key staff, including HR, consider and prepare for possible workforce changes in areas such as mission/goals, technology, program additions or deletions, functions, and outsourcing initiatives.
	
	• The agency's strategic plan and/or performance plan and its strategic human capital plan reflect forecasts of the human capital implications of future business plans, including expectations and trends concerning:
	  – Future workload and staffing needs
	  – Workforce demographics in mission-critical occupations
	  – Changing competency requirements
	  – Industry benchmarking for similar occupations
	  – Availability of competencies within applicable labor markets.
	
	• The forecast is shared widely and used within the agency by those who are responsible and accountable to meet human capital needs.

WORKFORCE PLANNING

KEY ELEMENTS	SUGGESTED PERFORMANCE INDICATORS

The agency's workforce analysis process is based on sources of information such as:

- Current workforce demographic and competitive sourcing studies
- Descriptive and documented plans and processes for hiring, recruiting, employment, and retention efforts
- Past agency assessments and workforce data
- Information about anticipated changes related to e-Government and competitive sourcing, goals, and objectives.

Effectiveness Indicators

- Information systems are in operation which provide human capital data to all appropriate management levels to guide planning, analysis, and decision making. Data integrity is maintained through quality control checks.
- The agency conducts and uses management studies to:
  - Eliminate work and interfaces that add no value
  - Assess the organization's deployment strategies, including identification of situations where competitive sourcing is the most appropriate means to meet their strategic objectives.
- Staffing data showing trends in appointments, promotions, conversions, separations, and retirements are analyzed regularly, and management decisions regarding workforce deployment are based on documented data.
- Turnover indicators (e.g., transfers, retirements, and separations in each of the last several years, overall, and by professional, administrative, technical, clerical, and other occupations) are monitored regularly.

WORKFORCE PLANNING

KEY ELEMENTS	SUGGESTED PERFORMANCE INDICATORS

The agency's workforce planning system includes an organizational structuring process that:

- Utilizes functional analysis to determine appropriate organizational and physical structure
- Clearly organizes the agency staffing plan by workflow, organizational initiative, and functional area
- Anticipates change in citizen needs by continuously monitoring the evolution of needs, trends, and events affecting workforce planning
- Avoids excess organizational layers
- Reduces redundant operations
- Analyzes internal workforce statistics (e.g., ratio of managers to workforce, distribution of workforce), data, and trends to make the most efficient choices for workforce deployment.

Effectiveness Indicators

- Documentation of analyses of organizational functions shows review, planning, design, and, if applicable, implementation and outcome of efforts to realign the workforce.
- Functional analyses and data analyses result in specific targets for workforce redeployment, which are reflected in the strategic human capital plan and the workforce plan.
- The benefits of proposed changes to the structure and/or the workforce mix are quantified and incorporated into the budget submissions.
- Duplications in support areas such as communications, legislative affairs, budget, and personnel and/or duplications in program areas are reduced and programs are streamlined and consolidated wherever possible.
- Analysis of data includes statistics such as ratio of administrative jobs (e.g., administrative officer, budget analyst, budget clerk, management analyst, personnel clerk, personnel professional, support services specialist) to the workforce, distribution of administrative jobs by organizational component and geographic location, and trends in numbers and proportions of administrative jobs.
- A model organization has been developed that:
    - Reflects the numbers of employees needed and their appropriate skill and grade or pay band/level mix
    - Identifies key leadership positions
    - Includes specific recruiting and training/development activities.

Compliance Indicator

The agency appropriately applies pertinent regulations and statutes to group or individual deployment-related actions as specified in the Talent Management system (Voluntary Early Retirement Authority (VERA), Voluntary Separation Incentive Payments (VSIP), Transfer of Function (TOF), etc.).

WORKFORCE PLANNING

KEY ELEMENTS	SUGGESTED PERFORMANCE INDICATORS

The agency's organizational structuring process demonstrates that it:

- Includes statistics regarding number of supervisors, their series and grade/pay band, geographic location, and ratio of supervisors to employees
- Obtains the mix of supervisory and non-supervisory positions to best meet customer needs
- Documents the need for redirecting supervisory positions and the planned program design and assessment for the implemented changes
- Addresses impediments to restructuring by analyzing solutions found within the current environment
- Uses a documented change management strategy.

Effectiveness Indicators

- Analysis of data includes statistics related to the number of supervisors, their geographic and organizational location, their series and grades/pay bands, the ratio of supervisors to employees, percent of supervisors in grades GS-12-15 or equivalent, etc.
- Supervisory needs are clearly tied to the workflow process and the organizational structure resulting in a staffing plan that indicates the necessary number of supervisors by functional area.
- The agency has documented the need to redirect supervisory positions, designed and implemented a program to support their redeployment, and developed an evaluation process to determine if the anticipated outcomes are being achieved.
- Impediments are identified and solutions to overcome impediments within the current environment (e.g., title 5 and/or other appropriate systems) are identified and documented.
- Through consultation with the Office of Personnel Management (OPM), the agency makes a sound business case for any waivers, exemptions, or regulatory or legislative relief needed to overcome barriers.
- The agency has a documented change management strategy, where appropriate, to overcome barriers and facilitate restructuring/culture change efforts.
- The agency's restructuring, redeployment, and reorganization decisions are substantiated with empirical evidence.
- Agency records indicate that, during restructuring, redeployment, and reorganizing, operational disruption is minimized through the use of:
    - Effective internal and external communication plans
    - Retraining
    - Reassignment
    - Placement assistance
    - Relocation allowances
    - VERA and VSIP where appropriate.

Appendix C – Workforce Planning (WP) Glossary of Terms

Action Item
Specific activity within the WP Action Plan assigned to an individual or official position for completion within specified time frame.

Action Plan
A collection of specific activities, which will address the significant WP gaps as identified in the gap analysis form and/or other requirements of the Human Capital Assessment and Accountability Framework (HCAAF).

Attrition Rate
Employee losses, expressed as a percentage, from an organizational level due to retirement, resignations, reassignments, transfers to other agencies, deaths, etc., in a fiscal year. Retirements are included in attrition; however, it will also be projected separately in the WP process as a special forecast.

Baseline
The total number of staffed, permanent positions (except where temporaries or contractor personnel are also prevalent) identified at the beginning of the WP process.

Competency
Underlying characteristic of an employee (skills, body of knowledge, behaviors, etc.).

Competitive Sourcing
A detailed procedure for comparing the cost of using government, contract or reimbursable employees and other resources to perform commercial work. OMB A-76 competitions are required — as a matter of law — prior to converting any commercial work to or from in-house, contract or reimbursable performance (www.dhs.gov/competitivesourcing).

Demand
Organization's forecast of needed staff size and skill mix for the designated planning period.

Federal Activities Inventory Reform (FAIR) Act
As implemented by OMB, directs federal agencies to submit each year an inventory of all inherently governmental and commercial activities (military and civilian) performed by federal employees.

Full Performance Level (FPL)
The fully functional grade level of a properly classified position. Also described as the target grade level in a career ladder position.

Gap
The amount by which workforce needs (future state) exceed current resources. These resources should be essential for the organization to carry out its mission and accomplish its strategic goals — for example, skills gaps in mission-critical occupations. Whether a skill is critical or not is determined by its inherent significance to the organization, not by its external availability. Gap can be a positive number indicating surplus workforce or a negative number indicating unmet projected positions.

Government Performance Results Act (GPRA)
Statute from 1993 where agencies are required to prepare annual performance plans that set out measurable goals that define what will be accomplished during a fiscal year.

Human Capital Assessment and Accountability Framework (HCAAF)
The HCAAF is a set of interrelated human capital systems that together strategically and operationally align human capital with other management systems and processes to effectively and efficiently meet mission goals and objectives.

Metrics
The measures and measurement methods by which setting and accomplishing human capital action objectives are defined and assessed for success. Measuring includes establishing baseline (current state) data and subsequently measuring progress toward accomplishing the stated objective.

Mission Critical Occupation (MCO)
A designation by the Department in the Departmental Strategic Plan that the occupation is critical to meeting stated mission requirements.

Occupational Series
A pay schedule and numerical designation given to position(s) that have similar specialized work and qualification requirements.

Organizational Level
The administrative subdivision to which employees are assigned.

Projected Positions
Based on budget expectations the projected skills and tasks identified by series, title and FPL grade necessary to achieve the work of the agency.

Projected Workforce Supply
The projected number of employees by series, title, and FPL grade available in the future based on projected retirements and attrition trend data.

Retirement Projection
The number of employees anticipated being lost due to retirement.

Skill
An observable and measurable expertise needed to perform a task.

Staffing Assessment
The determination by the organization of the ideal staff size and skill mix needed to carry out its strategic objectives.

Strategic Plan
A Departmental five-year plan, required under GPRA, which includes a comprehensive mission statement, outcome-related goals and objectives for major functions and operations; a description of how the goals and objectives are to be achieved; and other elements.

Strategy
An approach to addressing an issue.

Succession planning
A deliberate and systematic effort designed to ensure the continuous effective performance of an organization. The effort makes provisions for the development and replacement of key leaders and other key personnel over time — ensuring continuity in leadership positions and encouraging individual achievement. Succession planning is an essential subset of workforce planning.

Surplus
The amount by which employee supply exceeds needs.

Workforce Plan
A long term (three to five year) plan that identifies anticipated workforce needs, including goals and strategies to meet those needs, and performance targets that measure success in meeting those goals. The goal of the workforce plan is to have the right people, across the organization, in the right place at the right time.

Workforce Planning (WP)
A process that ensures people with the appropriate skills are in the right place, at the right location, at the right time. It examines what an organization needs to accomplish in a given period of time; what knowledge, skills, and experience are required to get the job done; and how large and what type of workforce is required to provide that mix of skills, knowledge, and experience. It also includes those actions and measurements necessary to ensure success.
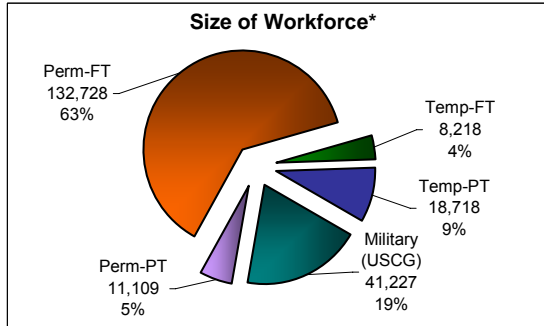
Workforce Planning Team
A group of individuals with multi-disciplinary backgrounds involved in activities within their respective organizational level and who can ensure the right skills are in the right location at the right time to address mission accomplishment.
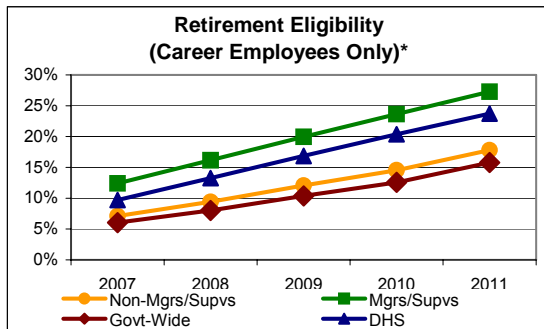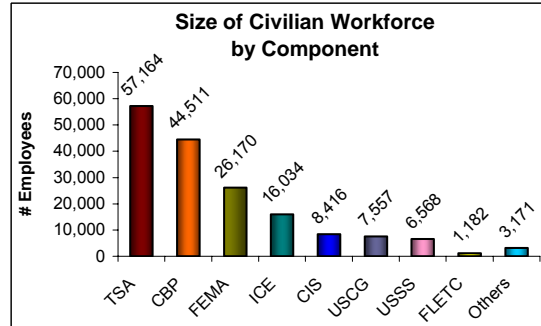
Appendix D – Draft Workforce Metrics

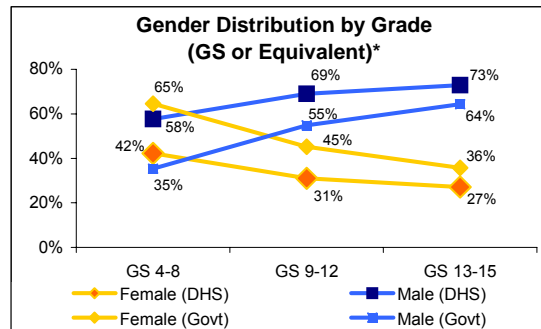## DRAFT: DHS Workforce Metrics
TALENT

These charts are prepared by OCHCO and are intended as a source of information to components.
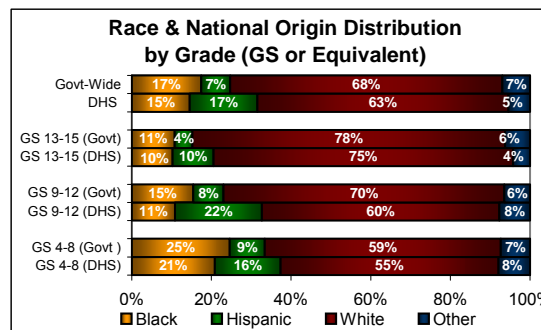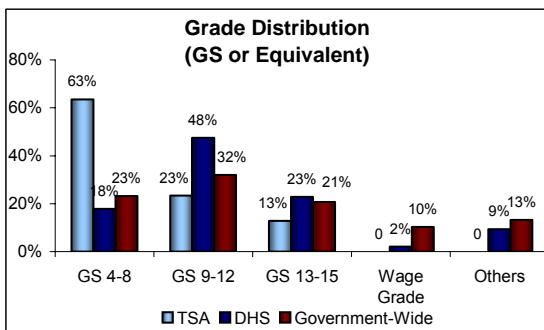
Size of Workforce*

Perm-FT 132,728 63%
Temp-FT 8,218 4%
Temp-PT 18,718 9%
Military (USCG) 41,227 19%
Perm-PT 11,109 5%

*Total Size of Workforce: 212,000

Size of Civilian Workforce by Component

Employees

TSA 57,164
CBP 44,511
FEMA 26,170
ICE 16,034
CIS 8,416
USCG 7,557
USSS 6,568
FLETC 1,182
Others 3,171

Retirement Eligibility (Career Employees Only)*

Non-Mgrs/Supvs — Mgrs/Supvs
Govt-Wide — DHS

*Data are for Illustrative purposes only

Gender Distribution by Grade (GS or Equivalent)*

Female (DHS) — Male (DHS)
Female (Govt) — Male (Govt)

*Data are for Illustrative purposes only

Grade Distribution (GS or Equivalent)

TSA — DHS — Government-Wide

Race & National Origin Distribution by Grade (GS or Equivalent)

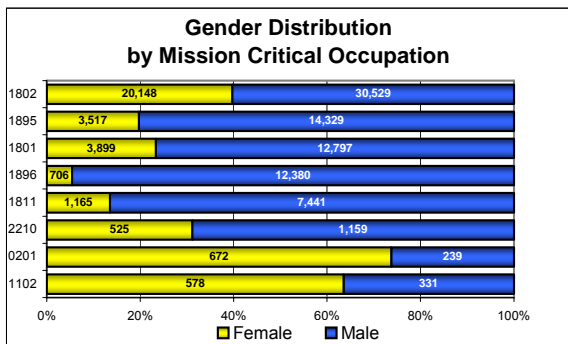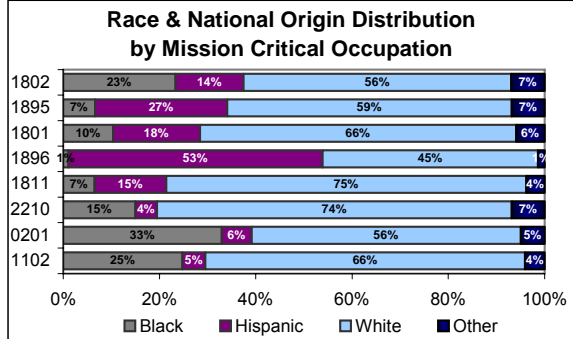|	Black	Hispanic	White	Other
Govt-Wide	17%	7%	68%	7%
DHS	15%	17%	63%	5%
GS 13-15 (Govt)	11%	4%	78%	6%
GS 13-15 (DHS)	10%	10%	75%	4%
GS 9-12 (Govt)	15%	8%	70%	6%
GS 9-12 (DHS)	11%	22%	60%	8%
GS 4-8 (Govt)	25%	9%	59%	7%
GS 4-8 (DHS)	21%	16%	55%	8%

Black ■ Hispanic ■ White ■ Other

Notes: Data is from the National Finance Center, is as of Pay Period 6, unless otherwise annotated, and represents permanent full-time employees (except for the Size of Workforce, which includes permanent and temporary full and part-time employees). Military data is only included with the Size of Workforce metric and is provided by the US Coast Guard.
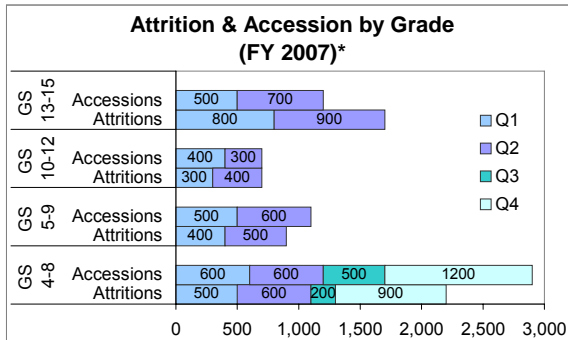
Human Capital Profile: Department of Homeland Security

DRAFT: DHS Workforce Metrics
TALENT

Mission Critical Occupations

Series	Position Title	#
1802	Transportation Security Officer	50,677
1895	Customs and Border Protection Officer	17,846
1801	Adjudication Officer, Deportation Officer, Immigration Enforcement Agent	16,696
1896	Border Patrol Agent	13,086
1811	Criminal Investigator	8,606
2210	IT Specialist	1,684
0201	HR Management Specialist	911
1102	Contract Specialist	909
TOTAL		**110,415**

Race & National Origin Distribution by Mission Critical Occupation

	Black	Hispanic	White	Other
1802	23%	14%	56%	7%
1895	7%	27%	59%	7%
1801	10%	18%	66%	6%
1896	1%	53%	45%	%
1811	7%	15%	75%	4%
2210	15%	4%	74%	7%
0201	33%	6%	56%	5%
1102	25%	5%	66%	4%

Gender Distribution by Mission Critical Occupation

	Female	Male
1802	20,148	30,529
1895	3,517	14,329
1801	3,899	12,797
1896	706	12,380
1811	1,165	7,441
2210	525	1,159
0201	672	239
1102	578	331

Hiring Targets - FY07	% Gained to Date	% Lost to Date
Border Patrol Agents		
Adjudication Officers		
Deportation Officers		
Immigration Enforcement Agents		
Transportation Security Officers		
Law Enforcement Specialists		
HR Specialists		
TOTALS		

Attrition & Accession by Grade (FY 2007)*

		Q1	Q2	Q3	Q4
GS 13-15	Accessions	500	700		
	Attritions	800	900		
GS 10-12	Accessions	400	300		
	Attritions	300	400		
GS 5-9	Accessions	500	600		
	Attritions	400	500		
GS 4-8	Accessions	600	600	500	1200
	Attritions	500	600	200	900

**Data are for Illustrative purposes only*

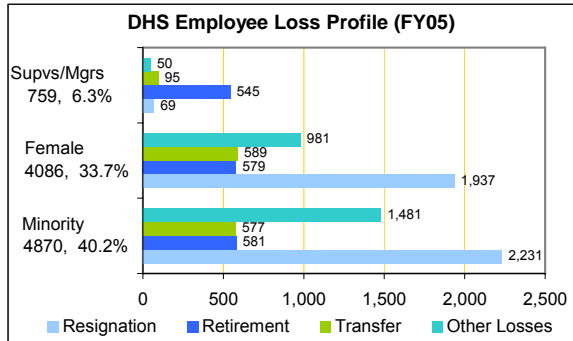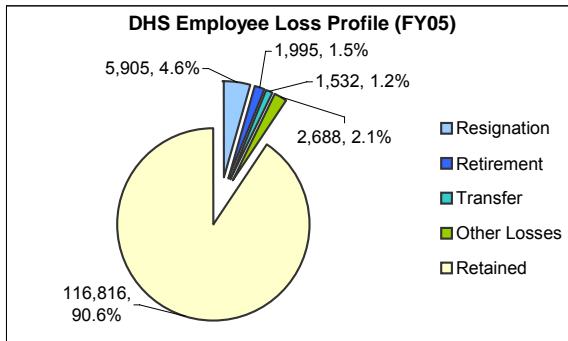| Time to Hire Q2 FY07*	
Total # Initial Offers Extended	3,394
Total # Initial Offers Extended within 45 days	1,709
Average # Days per Hiring Decision	42

*TSA not included

DHS Employee Loss Profile (FY05)

- Resignation: 5,905, 4.6%
- Retirement: 1,995, 1.5%
- Transfer: 1,532, 1.2%
- Other Losses: 2,688, 2.1%
- Retained: 116,816, 90.6%

DHS Employee Loss Profile (FY05)

	Resignation	Retirement	Transfer	Other Losses
Supvs/Mgrs 759, 6.3%	69	545	95	50
Female 4086, 33.7%	1,937	579	589	981
Minority 4870, 40.2%	2,231	581	577	1,481

Of the approximately 117,000 employees, 12,120, or nearly 10%, separated in FY05. Half of the separations were through resignations. Among those who separated, 6% were supervisors or managers, 34% were women, and 40% were minorities. NOTE: 'Other Losses' include: terminations, removal & death. Notes: Data is from NFC, is as of Pay Period 6, unless otherwise annotated, and represents permanent full-time employees.

Human Capital Profile: Department of Homeland Security

Appendix E – Sample Action Items, Measures and Measurement Methods

The samples below represent the type of content to be completed within the action plan format described in Step Three.

Note: These samples represent selected major milestones only and typically would be adequate for WP reporting purposes. While a comprehensive project plan may not be required in a WP document, the tasks, accountable individuals supporting the WP document, and metrics should be separately documented and monitored to help ensure the stated WP objectives are realistic and are achieved.

Sample 1

STRATEGY / ACTION ITEM	RESPONSIBLE OFFICIAL	EXPECTED COMPLETION DATE	DATE COMPLETED	STATUS / REMARKS
1. Succession planning program is operational for managerial positions in (organization)	Name and/or organization position title	(date) and ongoing		
1.1 Develop core competencies	(Name) Approved by (name)	(date) (date)		
1.2 Establish program participation parameters	(Name) Approved by (name)	(date) (date)		
1.3 Program announced to workforce	(Name) Approved by (name)	(date) (date)		
1.4 Participation targets are met	(Name)	(200X-201Y)		
1.5 Participants are satisfied	(Name)	(200X-200Y)		

1.1 Measurement Method: Verify written approval by (responsible executive).
1.2 Measurement Method: Verify written approval by (responsible executive)
1.3 Measurement Method: Verify announcement distribution list and copy of the official announcement.
1.4 Measurement Method: Establish electronic tracking of participation for quarterly and annual reports against target.
1.5 Sub-objective (Measure): Seventy percent of participants within two years are satisfied with the program, 75 percent after three years, and 80 percent after four.
1.5.1 Measurement Method: Yearly satisfaction survey administered to participating employees.

***

Sample 2

STRATEGY / ACTION ITEM	RESPONSIBLE OFFICIAL	EXPECTED COMPLETION DATE	DATE COMPLETED	STATUS / REMARKS
2. Improve the hiring process	(Name)	(date)		
2.1 Implement automated examining procedures	(Name)	(date)		
2.1.1 Automated System installed and tested	(Name)	(date)		
2.1.2 Average time to issue certificate is reduced to 5 days	(Name)	(reported quarterly)		
2.1.3 Tentative employment offer averages 30 workdays from issuance of the certificate	(Name)	(reported quarterly)		
2.1.4 Seventy percent of tentative employment offers occur in 45 days or less from announcement closing date	(Name)	(reported quarterly)		

2.1.1 Measurement Method: HR submits report of successful test and operation.

2.1.2 Measurement Method: Automated system contains sufficient data elements and system reports are generated that track timeframes. Reports generated quarterly.

2.1.3 Measurement Method: Tracking of returned certificates is made from the automated system. Reports generated quarterly.

2.1.4 Measurement Method: Quarterly automated tracking system reports are issued and reviewed.

Appendix F – Career Patterns

Introduction

This appendix introduces the career patterns way of viewing recruiting and presents opportunities to craft action plans to ensure employment efforts are successful. As we face increasing competition in attracting and retaining talented employees, new recruitment approaches are necessary.

By using a career patterns approach, you will be able to shape your WP efforts to build and operate in a broad range of employer-employee arrangements.

The career pattern scenarios contained in this appendix are among those OPM has identified as being particularly germane to recruitment in the present and for the future. A one-size-fits-all approach no longer works. These patterns provide tips in how you and your WP team can tailor action plans to meet your strategic hiring objectives.

For more information on career patterns, visit OPMs website at
http://www.opm.gov/hcaaf_resource_center/careerpatterns/dimensions/

Selected Career Patterns are highlighted on the following pages.

Career Patterns: Targeted Language for Job Postings

Career Patterns Language Overview	Highlight elements such as:
• Explain why the agency/component is a great place to work (note if highly ranked in *Best Places to Work in Federal Government*) • Include specific tasks and responsibilities a candidate would have in the role • Identify work attractions and flexibilities • Describe the work environment	• Commitment to public service • Appeal to specific scenarios/audiences • Agency's mission and accomplishments • Attractiveness of duty location, such as if it's metro-accessible or near major routes • Distinguishing benefits, including child care services and student loan repayment

If this is an *Entry Level* position, highlight applicable items from this list:

• Advanced technology • Camaraderie • Developmental opportunities • Competitive compensation • Flexible work schedule and leave • Goal-oriented projects • Networking opportunities • Recognition • Teamwork	• Innovative work aligned with interests • Recruitment and/or relocation incentives • Student loan repayment program • Tuition reimbursement • TSP matching contribution paid by the government • Telework • Flexible spending accounts • Childcare and eldercare benefits

If this is a *Mid-Level* position, highlight applicable items from this list:

• Developmental opportunities • Competitive compensation • Flexible work schedule and leave • Networking opportunities • Retirement benefits • Teamwork	• Technical and logistical support • Part-time and/or job sharing • Recruitment and/ or relocation incentives • Telework • Flexible spending accounts • Childcare and eldercare benefits

If this is for *Retirees or Experienced Executives*, highlight applicable items from this list:

• Flexible work schedule and leave • Recruitment, retention and/or relocation incentives • Fair compensation • Innovative and meaningful work • Work aligned with interests • Camaraderie and teamwork • Telework • Childcare and eldercare benefits	• Reinstatement eligibility • Part-time and/ or job sharing • Temporary and term appointments • TSP matching contribution paid by the government • Benefits for part-time, temporary limited, seasonal, or intermittent • Expert and consultant appointing authorities

Based on: http://www.opm.gov/hcaaf_resource_center/careerPatterns/index.asp

New Professional Scenario

Typical New Professionals are embarking on a new career and have less than 5 years experience in the workforce. They are college graduates who are not bound to a specific geographic location, but do seek a somewhat permanent position. While they may still be developing within their profession or desired job function, they are very attracted to work in their areas of interest. New Professional applicants are looking for a work environment that offers the most flexible arrangements.

Core Values	Work Attractors
• Diversity • Adapting to change • Confidence and self-reliance • Innovation and creativity • Non-traditional workplace • Social responsibility • Work-life balance	• Advanced technology • Camaraderie • Developmental opportunities • Competitive compensation • Flexible health benefits • Flexible work schedule and leave • Goal-oriented projects • Networking opportunities • Recognition • Teamwork • Innovative work aligned with interests

Human Resources Policies/Programs to Leverage

- Recruitment and/or Relocation Incentives
- Superior Qualifications and Special Needs Pay-Setting Authority
- Term Appointment
- Excepted Appointing Authorities
- Veterans Appointing Authorities
- Direct Hire Authority (pursuant to regulatory requirements)
- Flexible Work Schedules and Leave Policies
- Student Loan Repayment Program (must fulfill 3-year service requirement)
- Tuition Reimbursement and TSP Matching Contribution Paid by the Government
- Telework
- Flexible Spending Accounts
- Childcare and Eldercare Benefits

Supports Recruitment	Supports Retention
• Hire with a quick and transparent process • Market through professional associations and employ other innovative marketing • Offer recruitment incentives • Offer student loan repayments and tuition • Promote the U.S. Government's generous • Promote TSP matching contributions and rollover	• Assign a variety of projects related to service • Create a career ladder with noncompetitive promotion opportunities • Offer professional development opportunities • Offer salaries competitive with private sector to the reimbursement for further education extent possible • Recognize and reward creativity and performance benefits package

Source: http://www.opm.gov/hcaaf_resource_center/careerPatterns/index.asp

Mid-Career Scenario

Mid-Career Professionals have more than 10 years work experience and are looking for opportunities that will capitalize on their expertise. They are not uncomfortable moving from one employer to another, but may well be attracted to long-term employment if the work allows for innovation and creativity. Mid-Career Professional applicants tend to need more flexible arrangements to create work-life balance and can be attracted to the idea of serving the public or to a specific agency mission. These potential applicants may also look to rotate in and out of the public sector or between agencies to work on specific projects.

Core Values	Work Attractors
• Diversity	• Developmental opportunities
• Adapting to change	• Competitive compensation
• Innovation and creativity	• Flexible health benefits
• Efficiency	• Flexible work schedule and leave
• Professionalism	• Networking opportunities
• Work-life balance	• Recognition
	• Retirement benefits
	• Teamwork
	• Technical and logistical support

Human Resources Policies/Programs to Leverage

- Excepted Service Appointing Authorities
- Veterans Appointing Authorities
- Expert and Consultant Appointing Authority
- Part-time and/or Job Sharing
- Recruitment and/ or Relocation Incentives
- Superior Qualifications and Special Needs Pay-Setting Authority
- Flexible Work Schedules and Leave Policies
- Telework

Supports Recruitment	Supports Retention
• Promote the U.S. Government's generous benefits	• Create opportunities to use and build skills package
• Hire with a quick and transparent process	• Offer professional development opportunities
• Open more mid-career vacancies to competition from external applicants	• Offer salaries competitive with the private and non-profit sectors to the extent possible
• Market to target audiences and promote positive aspects of public service	

Source: http://www.opm.gov/hcaaf_resource_center/careerPatterns/index.asp

Retiree Scenario

Within this scenario, Retirees are people who have retired from careers inside or outside federal service, possess valuable skills and competencies, and are interested in working for the Government either in a full-time or part-time capacity. Retiree applicants tend to be mobile across agencies. They may require more flexible work arrangements to accommodate their schedules and desired work location.

Core Values	Work Attractors
• Security for a better future	• Camaraderie
• Deference to authority	• Fair compensation
• Good work ethic	• Flexible work schedule and leave
• Loyalty	• Work aligned with interests
• Persistence	• Innovative and meaningful work
• Self-sacrifice and deferral of rewards	• Teamwork
• Work-life balance	

Human Resources Policies/Programs to Leverage

- Reinstatement Eligibility (if applicable)
- Superior Qualifications and Special Needs Pay-Setting Authority
- Flexible Work Schedules and Leave Policies
- Part-time and/ or Job Sharing
- Expert and Consultant Appointing Authority
- Maximum Payable Rate Rule (highest previous rate)
- Recruitment and/or Relocation Incentives
- Telework
- Temporary and Term Appointments
- Eldercare Benefits
- TSP Matching Contribution Paid by the Government
- Benefits for Part-Time, Temporary Limited, Seasonal, or Intermittent

Supports Recruitment	Supports Retention
• Create part-time and flexible work options	• Assign meaningful projects
• Deploy experts to recruit experts	• Offer opportunities to mentor others
• Market the mission	• Ensure open, direct communications
• Market work-related training	• Offer stress reduction programs

Source: http://www.opm.gov/hcaaf_resource_center/careerPatterns/index.asp

Experienced Executives Scenario

Typical Experienced Professionals are individuals who have a great deal of experience in a specific field (e.g., doctor, accountant, engineer, etc.). With an advanced degrees or certification required for specialized employment, Experienced Professional potential applicants may be interested in a short-term project or a permanent position and seek to make a strong contribution in their area of expertise.

Core Values	Work Attractors
• Commitment to specific field or subject area • Optimism • Skills of profession • Work-life balance	• Camaraderie • Fair compensation • Flexible work schedule and leave • Recognition • Teamwork • Technical and logistical support • Work aligned with interests • Innovative and meaningful work

Human Resources Policies/Programs to Leverage

- Flexible Work Schedules and Leave Policies
- Retention and/or Relocation Incentives
- Expert and Consultant Appointing Authority
- Veterans Appointing Authorities
- Superior Qualifications and Special Needs Pay-Setting Authority
- Maximum Payable Rate Rule (highest previous rate)
- Telework
- Childcare and Eldercare Benefits

Supports Recruitment	Supports Retention
• Create unique projects for which they can apply • Involve them in becoming a mentor or subject • Offer recruitment incentives • Reward and recognize for contributions • Support networking and professional involvement	• Offer professional development opportunities skills and expertise • Offer salaries competitive with private and non-profit sector to the extent possible matter expert • Offer opportunities to mentor others • Recruit through professional associations

Source: http://www.opm.gov/hcaaf_resource_center/careerPatterns/index.asp