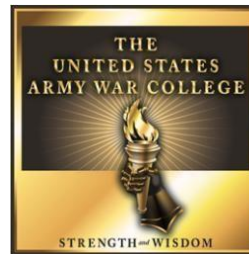


Talent Management: Why Not Apply It to Army Civilians?

by

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United States Army War College
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Abstract

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Given the importance of whole-of-government approaches to solving volatile, uncertain, complex, and ambiguous strategic problems in this era of fiscal austerity, the United States (US) Army owes it to the American people to maximize the effectiveness every employee. The US Army has focused on talent management in its Senior Officer Corps as one way of developing the next generation of leaders to work in that environment. Still, precious little has been written about talent management for the Department of the Army (DA) Civilians who comprise nearly one-third of the US Army, and who provide continuity in the organizations that conduct Army operations around the globe and across the Diplomatic, Information, Military, and Economic objectives. This paper focuses on talent management of DA Civilians. We start with a review of talent management literature, and then outline the general goals of talent management for any population. We will look at the current state of talent management for the DA Civilians, and make recommendations on how to better employ that talent. We end with a discussion about a lateral entry, a specific business talent management practice that may be suitable for use for DA Civilians.

Talent Management: Why Not Apply It to Army Civilians?

The challenge for the civilian workforce is to keep pace with the new realities facing an Army winding down after more than a decade of conflict. We will meet that challenge by being flexible and adaptive with the right person with the right skills, at the right place, at the right time.

—John McHugh¹

There are over 535,000 active-duty service members and 251,000 military civilians employed by the Department of the Army (DA) making it one of the largest employers in the United States (US).² Given the importance of whole-of-government approaches to solving volatile, uncertain, complex, and ambiguous strategic problems in this era of fiscal austerity, the US Army owes it to the American people to maximize the effectiveness of each and every employee. Talent management is a paradigm in the civilian business world that has garnered much attention and debate. The US Army has entered the discussion with its own work by Colarusso and Lyle that makes a compelling argument to fundamentally change how the US Army manages senior officer talent.³ Still, precious little has been written about talent management for the DA Civilians who comprise nearly one-third of the US Army, and who provide continuity in the organizations that conduct Army operations around the globe and across the four elements of national power: Diplomatic, Informational, Economic, and Military.

While the goals of talent management are similar for military and civilian populations, there are major differences in the very nature of employment (e.g., the level of prescriptive control that human resource personnel have over their constituents) that make talent management for civilians a very different challenge requiring critical analysis to determine if the same tools can, or even should, be used with DA Civilians. We start with a review of talent management literature for employees in the civilian

business sector, and then outline the general goals of talent management for any population. Next, we'll look at the composition of our DA Civilian force pool. Using Colarusso and Lyle's work on Talent Management for senior officers as a framework, we will analyze the current state of talent management for DA Civilians and make recommendations on how to better identify, employ, and grow that talent. We end with a discussion about lateral entry, a specific business talent management practice that may be a suitable method to bring proven talent to the DA Civilian workforce.

Review of Civilian Talent Management Practices

Talent Management is a phrase that swept the business world in 1997 and has steadily grown more and more popular.⁴ In late 2004, a search on the phrase "talent management hr" using a popular internet search engine yielded over 2.7 million hits and one year later that same search yielded over 8 million hits.⁵ Today, a new search on the same phrase yielded over 19.4 million hits!⁶ After over 14 years of studying the concepts, discussing the merits, and writing articles, there is still no commonly accepted definition of talent management. In fact, there no uniformity regarding either the scope of or even the assumptions about talent management.

After an analysis of practitioner-oriented publications, Lewis and Heckman classified talent management into one of four schools of thought.⁷ The first defines talent management as a collection of typical human resource (HR) management functions like selection, recruiting, training, etc. The second school of thought focuses on the talent pools concept. These writers focus on the succession of workers into jobs throughout the organization from one pool to another, ensuring a good projection of staffing "needs and managing the progression of employees through positions, often via use of an enterprise-wide software system."⁸ The third school of thought on talent

management looks at talent more generically and recommends a “talent is good and more is better” approach. These writers advocate managing talent in performance levels (where “A,” “B,” and “C” levels correspond to top, competent, and bottom performers respectively) and rigorously terminating bottom-level employees while primarily hiring top-level employees. The fourth school of thought also regards talent as generically good, but believes that everyone can be developed into high performers. The existence of these schools of thought points to many confused approaches to talent management. The assumptions about talent are equally contentious.

Burkus and Osula’s review of the talent management literature found that there are three common assumptions that form the basis of many talent management approaches.

- Talent is innate.
- Talent can be bought.
- The potential for talent can be identified and developed early.⁹

They found that these foundational assumptions were wrong and not supported by empirical evidence. For example, they concluded that talent is not innate but “takes ten years, or 10,000 hours before becoming exceptionally apparent.”¹⁰ They did, however, provide what they termed evidence-based strategies for talent management: grow star talent, create deliberate training opportunities, and open up training programs to all who demonstrate the capacity and desire to complete it. Despite all the contradictions, misconceptions, and faulty assumptions in the talent management literature, there are general, and truly useful, principles that exist.

Successful organizations focus where they put their talent management effort and make sure their talent management strategy fits the organization's culture, workforce, other HR practices, and the management's capability and roles in managing people.¹¹ They recognize that line managers play an essential role in identifying talent¹² and making the talent management system work--and they empower them.¹³ They are able to monitor talent across the entire organization to identify current or future talent gaps, and they regularly evaluate the results of their talent management system.¹⁴ Perhaps most importantly, successful organizations make explicit ties between strategy and talent management. They verse their human resource department in the business strategy so they can restructure both the human resource organization and policies to support the strategy.¹⁵ Since talent management is, or should be, inextricably linked to the business strategy, a quick synopsis of US Army strategy is in order before moving forward.

Army Strategy

The *National Security Strategy* signed by President Obama in February 2015 lists four enduring national interests:

- The security of the United States, its citizens, and U.S. allies and partners;
- A strong, innovative, and growing U.S. economy in an open international economic system that promotes opportunity and prosperity;
- Respect for universal values at home and around the world; and
- A rules-based international order advanced by U.S. leadership that promotes peace, security, and opportunity through stronger cooperation to meet global challenges.¹⁶

Secretary of Defense Hagel drafted the 2014 *Quadrennial Defense Review* to posture the military to support the national interests. His strategy required all the military services to emphasize three pillars:

- *Protect the homeland*, to deter and defeat attacks on the United States and to support civil authorities in mitigating the effects of potential attacks and natural disasters.
- *Build security globally*, in order to preserve regional stability, deter adversaries, support allies and partners, and cooperate with others to address common security challenges.
- *Project power and win decisively*, to defeat aggression, disrupt and destroy terrorist networks, and provide humanitarian assistance and disaster relief.¹⁷

The Chief of Staff of the Army General Ray Odierno developed the Army Operating Concept as his strategy to implement the Secretary of Defense's guidance. Put simply the Army must "conduct joint operations promptly, in sufficient scale, and for ample duration to prevent conflict, shape security environments, and win wars . . ."18 Army forces must engage regionally to successfully shape the environment and prevent conflict. The Army will use the regionally align forces (RAF) concept to focus units and leaders on a specific region by receiving cultural training and language familiarization in their normal training plan.¹⁹ Department of the Army Civilians are integral members of, and provide continuity in, the organizations that execute the Army's Strategy.

Department of the Army Civilian Force Pool

Figure 1 (below) shows the Army Civilian Capabilities Framework, and according to this figure, the Army divides its civilian workforce into three categories: Technical Experts, Functional Leaders, and Enterprise Leaders.²⁰ The Army defines Technical

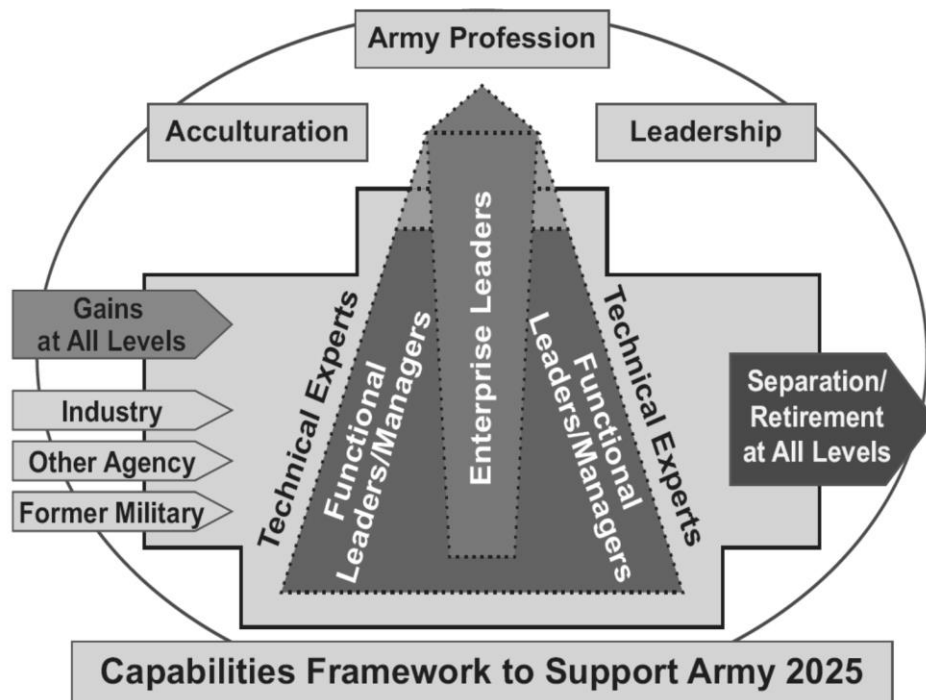


Figure 1. Army Civilian Capabilities Framework to Support Army 2025²¹

Experts as Army professionals who possess sophisticated skills and competence such as a medical doctor or lawyer. Functional Leaders must have the technical competence and management competence necessary to run organizations which employ Technical Experts (e.g. a project manager for a weapons development organization). Enterprise Leaders assume the duty positions of greatest responsibility across the Army; they are equivalent to executive vice presidents of business organizations. In this paper, we will define senior civilian leaders (SCLs) as those in the grades of General Schedule 13 (GS-13) or higher who are either Functional Leaders or Enterprise leaders but are *not* Technical Experts.²² While most of the paper will be applicable to the entire DA Civilian population, some of the below analysis and recommendations will focus on SCLs.

Army Talent Management

In June of 2010, the Army hosted a multi-day conference for its senior leaders which was co-chaired by the then-commander of the Army Training and Doctrine

Command, General Martin Dempsey, and the Assistant Secretary of the Army for Manpower and Reserve Affairs, the Honorable Thomas Lamont. The topic of that conference was talent management. They defined talent management as “a paradigm recognizing that every person possesses a unique distribution of skills, knowledge, and behavior that allows that person to perform optimally in one or more areas, provided his or her talents are identified, cultivated, and liberated.”²³ This definition appears to conform to the fourth school of thought mentioned above, but its application to senior officers reveals several differences. Senior officers undergo a vetting and culling process in order to earn a commission and at each promotion opportunity. Most senior officers have commanded at the company and battalion levels, and they generally have over 22 years of military service. So, by the time officers reach senior level, they truly possess a unique, and proven, set of skills, knowledge, and behavior which the Army can harness, employ, and further develop. The Army’s powerful definition of talent management led Colarusso and Lyle to develop “five key change imperatives” that became an organizing construct of their work Army Senior Officer talent management:²⁴

1. Differentiate people--seek and employ a diverse range of talents
2. Develop relevant and specialized expertise via individual career paths
3. Invest in higher and specialized education.
4. Improve succession planning.
5. Provide sufficient assignment tenure.²⁵

These change imperatives provide an effective framework to evaluate DA’s approach to (or paradigm for) civilian talent management. We will use them to analyze the current state of civilian talent management and to make recommended

improvements to the current civilian talent management paradigm. To be clear, many of the recommendations below may seem a bit aggressive and may require law, policy, regulatory, and/or budgetary changes in order to be implemented. Since there is very little written on the topic of civilian talent management, these recommendations offer a starting point for discussion about what is in “the realm of the possible.”

Differentiate People

The US Office of Personnel Management, which provides the hiring regulations and policies by which the DA must abide, touts the use of a job analysis methodology to identify job competencies.²⁶ These competencies, however, are only identified in the hiring process by applicants who are interested in competing for a specific job opening.²⁷ Once the hiring action is complete, the data on each employee is “lost”--there is no centrally controlled, frequently updated database of each civilian employee’s competencies. As a result, the US Army does not maintain readily available knowledge about each person’s talent distribution, and therefore is unable to get maximum utilization from that person unless they happen to be applying for a job. Combining the Army’s dearth of information about its DA Civilians with its regionally-aligned strategy yields another shortcoming.

The competency data needed for job searches does not capture what the Office of Economic and Manpower Analysis Report of 2012 calls cultural “fluencies” such as language skills, time studied abroad, extended leisure travel, and even family ties that are directly applicable to successful performance in a given location.²⁸ This shortfall hinders the Army’s ability to execute RAF as part of the Prevent, Shape, and Win Army Operating Concept. Better information about employee competencies could also

improve the military's effectiveness in rebalancing to the Asia-Pacific region as directed by President Obama in the 2012 Defense Strategic Guidance.

Suggested Improvements

With the right data, supporting policies, and robust information management systems, the Army can more effectively manage workforce talents across the full spectrum of demands. In 2010, the Army directed the piloting of an officer talent management information system called *Green Pages*.²⁹ *Green Pages* was constructed around an on-line, talent marketplace. The marketplace allowed officers in the reassignment window to build personal profiles and provide information heavily augmenting their official files, while units with pending vacancies simultaneously built job profiles which enumerated the specific talents needed to excel in each officer position. Participating officers reviewed job vacancies and expressed preferences for them, while units also reviewed available officers and expressed their preferences for who they wanted to hire. This interplay caused preferences on both sides of the market to shift. As units got a deeper understanding of the talent market, they reordered their officer selections to maximize fit; similarly, as officers got a deeper understanding of the talent requirements for each job, they reordered their unit choices.

As a foundational change, the US Army should implement a marketplace system similar to *Green Pages* to hire and reassign civilian workforce members. It must create a searchable database to identify and catalog competencies and fluencies already present in its civilian workforce. The standing database would allow hiring organizations to search the talent pool across the Army and make offers to best-qualified personnel--who may not even know there is a job opening requiring their unique talent set. It will also help identify talent gaps across the force, and contribute to focused recruitment in

the near term.³⁰ Whether the future fight is conventional, focused on stabilization, or demands language and cultural expertise, developing a system or systems to identify and then utilize existent talent in the Army force pool will help align the right talent distribution against any challenge--regardless of the current strategy.

Develop Relevant and Specialized Expertise via Individual Career Paths

The fact is that there are no career paths for each DA Civilian that tells them what skills, training, and experience they need to get promoted.³¹ Career progression is an individual task enabled by one's initiative and/or the "luck of the draw." Some employees work for "good" bosses who spend time in mentoring, developing, and providing career counseling. Many employees are not so lucky and are left to their own initiative. The Army realized this in 2012 Secretary McHugh ordered a major analysis and review of the Army Civilian personnel management system called the Army Civilian Workforce Transformation (CWT).³²

As a result of the CWT, the Army divided civilian jobs into 31 career programs, and it assigned 99% of its civilian employees to a career program.³³ A career program is a group of occupational series based on common technical functions, knowledge, skills, abilities, associated missions.³⁴ Despite the effort to improve management and provide guidance to its civilian force, less than 50% of the career programs updated their career plans since the transformation announcement.³⁵ Some career programs (e.g., CP-18: Engineer and Scientists) built career maps for each occupation series within the program. However these plans are not binding and tend to be generic. For instance, there are no differences in the professional development steps from GS-09 to GS-15. Employees in that plan at those grades should all consider deployments, developmental assignments, training with industry, and Army Congressional Fellowships as ways to

develop and improve chances for promotion. Again, the suggested developmental activities are not binding, and they do not seem to have any order of precedence.

Suggested Improvements

Every Army officer knows which jobs they must successfully hold, how long they must hold them, and which educational requirements they must complete in order to get promoted. The DA must develop prescriptive career maps or tools to highlight the progression path for its employees that are similarly specific. This is not a recommendation for an “up or out” promotion system. If an employee wants to stay at his or her current level, they simply need not complete the requirements for promotion. However, each employee should have access to the tools that enable their initiative and unlock their talent for the good of their organization and the Army at large.

Invest in Higher and Specialized Education

While there are existing opportunities for DA Civilians to get specialized training and higher education, they are not universal and not well-known, particularly for higher education programs. Like managing one’s career progression, finding education opportunities is an individual task that depends on some degree of luck. Only those employees with good bosses, active mentors, or who happen to be in the right place at the right time find out about these opportunities. As a result, not every eligible civilian is given a chance to compete. Relying on chance or inconsistent notice is not a best methodology for DA to select participants, especially when only a small fraction of the civilian force will get this rare opportunity.

Suggested Improvements

The Army views advanced education opportunities as broadening experiences for its officer corps. While pursuing them, Soldiers get the chance to de-couple from the

demands and pressures associated with operational assignments. Education provides benefits to the individual and to the Army at large. Soldiers can stretch themselves mentally, reflect on past experiences, develop new skills, and devise ways to bring some of what they learn back to the operating force to improve their units and, consequently, the entire Army. Our civilians work alongside Soldiers in many operational settings and experience the same demands and pressures. They earn civilian rank that puts them in key leadership positions, often senior to our military leaders. They must also have the opportunity to gain the benefits of higher education.

The DA should provide tuition assistance, so civilians can pursue advanced degrees at night or during off-time. It should consider allowing a sabbatical opportunity for every civilian. Sabbaticals would be a minimal cost the US Army (perhaps a guarantee of future employment at the same paygrade upon return and some moving expenses), but they would provide its civilian employees time for advanced education or even a civilian-sector job with direct application to their full-time DA job. Imagine the benefit to the Army if one of its mid-level Human Resource managers took a sabbatical to work in the HR department of an industry giant for a year or two.

The DA already sends civilians to programs like Army Intermediate Level Education (ILE) and Senior Service College (SSC). The Army should consider a pilot study to send some civilians to programs like the School of Advanced Military Studies and even Advanced Civil Schooling (ACS, where one gets to be a full-time student while earning full pay/benefits and accruing time toward retirement). The DA should adopt universal application for higher level military schools and programs that result in advanced degrees. For military schools like ILE and SSC, each Soldier with the right

rank and credentials is automatically considered for selection by a centralized board. For ACS opportunities, all eligible service members are sent a notice and invited to compete for the opportunity to attend ACS. Those who opt in are considered for selection by a centralized board. The DA should adopt these same practices for its civilians. This recommendation does not advocate for a greater number of civilians to be given seats to current military education programs; it advocates changing how DA selects civilians for the opportunities already afforded.

Improve Succession Planning

Succession planning is a subset of talent management that Colarusso and Lyle have defined as follows:

It is a systematic attempt to ensure continuity of executive leadership by early cultivation of mid-career leaders through planned assessments and developmental activities. Succession planning looks much farther down the talent pipeline and differentiates people into talent pools . . . It creates a deeper and more diverse bench of talent, increasing the odds that replacements will not be merely suitable--they will be optimal.³⁶

By the above definition, the DA does absolutely no succession planning for its civilians. There are intern programs (discussed more fully below), but they are aimed at lower level leaders. They cannot be classified as succession planning for senior leaders by the above definition. The Department does what Colarusso and Lyle refer to as replacement planning: ensuring that needed replacements (which are often only identified in the short term) are at least suitable to perform the job for which they are hired.³⁷ While they advertise job openings Department-wide as required, the searches usually result in hiring a replacement much like the predecessor.³⁸ This practice will not provide the DA what it needs--they best person for each job.

Suggested Improvements

Until the DA embraces the other principles of the Talent Management framework described above, it will be unable to move from replacement planning to succession planning.³⁹ It must have systems capable of capturing each individual's unique constellation of talents. It must be able to match those individual talents with organizational demands. It must be able to employ those talents along individualized career paths. Finally, it must provide educational and broadening opportunities along the way.

The DA has never failed in performing its primary mission of providing military forces needed to deter war and protecting the security of our country. Continuing with the status quo of replacement planning will continue to provide it a quality, civilian workforce that will support the Department for years to come. There is a risk, however, with keeping the status quo and it is the risk of not improving. There are unrealized benefits that will be "left on the table" unless we move toward succession planning. As a steward of American resources, the US Army should do everything it can to realize those gains.

Provide Sufficient Assignment Tenure

Like the Army officer corps, the civilian force has an issue with assignment tenures.⁴⁰ Unlike the Army officer corps whose assignment tenures are typically too short, civilian assignment tenures are typically too long.⁴¹ Nearly 70% of DA Civilian employees are in the same organization now as they were in five years ago, and a staggering 84% of employees are in the same command now as they were five years ago.⁴² Assignment tenure in the federal government is twice as long as it is in the private sector, and it is not unusual for civilians to stay in the same location or

organization for their entire career.⁴³ These tenure lengths are made possible by our hiring procedures.

After the successful completion of two-year probationary period, all DA employees are granted career status.⁴⁴ Any position secured after that point is a permanent job unless the employee moves on of their own accord, is fired, loses their position as the result of administrative restructuring, or takes a specifically advertised, short-term position. While long assignment tenures can provide some benefits, they can also introduce liabilities, particularly when they are extremely long. Among the liabilities are complacency, active avoidance of change brought by rotating military bosses, and a sense of entitlement for promotion, job evaluation, and bonuses. It must be emphasized that not every employee manifests these liabilities--there are many stellar employees in the Army. They do occur often enough that nearly every person associated with the Army can cite an example of employees who exhibit these liabilities, so their ubiquity argues for a change to shorter assignment tenures.

Suggested Improvements

The Army should mandate forced moves, similar to a military permanent change of duty station, every seven years. Seven years is long enough to realize the benefits of a longer assignment tenure, and short enough to prevent the liabilities of an extremely long assignment tenure. This interval equates to two moves in a 20-year career or four moves in a 30-year career. Compared to the job insecurity found in many civilian industry sectors, a few moves is not too much to ask for a stable career that provides one of the best retirement plans available.

Shorter assignment tenures can provide some true benefits to the organization. First, exposure to new organizations can lead to the spread of new ideas and best

practices around the DA. Second, knowing that each employee will move every seven years provides a natural point for career reassessment--both by the employee and the employer. Based on strong performance, some employees may decide to apply for a job at the next higher grade for the next seven-year assignment. Their annual evaluations would have to support their pursuit for a higher-level job. A mandatory seven-year job change would also provide a way for some employees to move down in pay grade and responsibilities after having not done so well at the seniority level of their current assignment. Under the current system, a supervisor would have to effectively fire an underperforming employee in order to remove them. For a host of reasons, this rarely happens.

A forced move every seven years would mean that an underperforming employee's evaluations would not support employment at the same or higher level for the next job--they would likely only get hired at a lower level where they had already proven themselves. The good news for employees is that under current retirement rules this would not hurt their retirement pay which is based on the highest three-consecutive years of one's salary.⁴⁵ The good news for the organization is that this is a mechanism to keep employees working at a level where they perform well without punishing those that stretch themselves by attempting to work "at the next level" but who cannot perform there.

The application of the Senior Officer Talent Management framework to the DA senior civilian pool offers some great insights and recommendations. There is at least one avenue of improvement to the SCL talent base that is not useable with the Senior Officer pool--lateral transfer.

A Recommendation from Civilian Talent Management Literature

The Civilian workforce in the US Army is largely a closed system. That is, most senior civilian leaders are either former military members or have worked their way up the ranks in governmental organizations to senior positions. There is no reason this must be so. Many civilian corporations effect change or improve their talent base by hiring new leaders at the senior levels--which is sometimes referred to lateral entry.

Lateral entry is a practice common to the civilian business world that holds some promise for the military. Put succinctly, lateral entry is bringing a person into one organization at the same "rank" they served in another organization. This occurs most noticeably at the Chief Executive Officer (CEO) level in civilian industry, but regularly happen at many levels. Often held up as a panacea for fixing an organization's woes, lateral entry fails as often as it is successful.⁴⁶ External CEOs outperform CEOs hired from inside the company when the organization is in a period of poor performance or when the organization's industry is in a high-growth period. They also outperform internal CEOs when they replace the company's senior management team in the early post-succession years. External CEOs (i.e., lateral entry) can hurt the company when the new leader rushes to make changes before truly understanding the company's internal and external environments.

Figure 1 (page 6) shows that the Army gets gains at all levels from industry, other governmental agencies, and former military service members. While the model seems open to directly hiring senior leaders, there are significant barriers which prevent the Army from bringing in senior leaders directly from industry and, consequently, from using lateral entry effectively. In fact, a recent job search identified only six positions open for senior leaders in the engineering field (many jobs were available for technical

experts, but only six for senior leaders).⁴⁷ Of those six positions, not a single position was available to a person directly from industry--they required applicants to come from inside the hiring organization or another governmental organization, have prior military service, or be married to a military spouse. While it is possible to list a job opening for a senior leader position and allow applicants to come directly from industry, in practice it is nearly impossible to hire a SCL directly from industry.

Chief Human Resource leaders across the Office of Personnel Management have noted that the Veteran's Preference Act of 1944 makes it extremely difficult for government organizations to routinely hire the best candidates because of the extreme weight that veteran preference carries in an applicant's file.⁴⁸ This weight often excludes lateral entry candidates. Other Army policies seem to be predisposed against bringing in external talent at senior leader levels. The Army's Civilian Education System Policy states that in order for civilians to be eligible for consideration for the Senior Service College program they must meet the following requirements: they must be a GS-14 or GS-15 equivalent, they must have three years in a permanent appointment, and they must have completed the Civilian Advanced course (which itself requires experience at the GS-13 level) or its equivalent.⁴⁹ Even Army intern programs are focused at hiring lower-level employees.

According to Army Regulation 690-950, the regular intern program brings new employees in at the GS-5 or GS-7 level with the goal of eventual employment at the GS-9 or GS-11 level.⁵⁰ The Presidential Management Intern program, which is the Army's highest level intern program, brings its candidates on at the GS-9 level and after two years in the program leads to placement at the GS-12 level. In conversations with

one senior officer and four senior ranked civilians with a combined total of over 110 years of service in military organizations, none of them could remember ever being in an organization that hired a SCL directly from industry.⁵¹ So while it is theoretically possible for the Army to use lateral entry at the SCL level, it almost never does.

The Army's apparent systemic resistance to lateral entry is not without cause; there are good reasons why lateral entry is not well-suited for use in the Army. Army pay is not competitive with civilian pay for the same span of control--it does not have the same skew in pay for its leaders.⁵² For example, a GS-15 in charge of a large organization would likely make only three times as much as her first level managers while equivalent civilian managers are likely to make five times as much as their first level managers.⁵³ Also, DA Civilians often have authority over military members at all levels. Ensuring that our top civilian officials "grow up" in the service helps ensure they are competent to "give orders" to the military members they oversee. Despite these factors, a case for the prudent use of lateral entry can be made.

The Army should use lateral entry to provide energy for change where poor performance has plagued an organization. The fiasco with the Department of Veterans Affairs hospital system is an example of a government organization that suffered from poor performance. The Army should use lateral entry where it has similar situations. Additionally, the Army should give greater power to new leaders brought in to "fix" an organization so they can replace the senior leaders who were there when the organization was performing poorly. Not all leadership and management ideas from industry can or should be applied to the military, but lateral entry of senior leaders is one idea that does have some merit if applied judiciously.

Conclusion

It is clear that the DA has some work to do to if it is ever to meet Secretary McHugh's charge to get "the right person with the right skills, at the right place, at the right time."⁵⁴ The DA Army must develop the means to track the individual talent distribution of each of its employees. It must develop individualized career paths for its employees. It must develop systems that allow for broader competition for the existing but extremely limited higher education and specialized training opportunities. It must move beyond replacement planning and get to true succession planning. Finally, it must shorten its assignment tenures. It should also consider the judicious use of lateral entry. The Budget Control Act of 2011 mandates a decrease in the size of the defense budget and, consequently, the size of the DA. Without Congressional relief, even more severe cuts are mandated. In this fiscally austere era, the DA must do everything possible to maximize its effectiveness. Focusing on the talent management of one-third of the Army Force, its civilians, would be a great place to start. So, why not begin?

Endnotes

¹ U.S. Department of the Army, "Army Civilian Workforce 2014 Report," January 2015, <http://cpol.army.mil/library/career/Army-CWT-Trifold.pdf> (accessed February 4, 2015).

² Active duty numbers from U.S. Department of the Army, "About the Army," <http://www.goarmy.com/about/personnel.html> (accessed February 16, 2015); Civilian numbers are as of September 30, 2014 and based on query run by Office of Economic and Manpower Analysis (West Point, NY: February 14, 2015).

³ Michael J. Colarusso and David S. Lyle, *Senior Officer Talent Management: Fostering Institutional Adaptability* (Carlisle Barracks, PA: U.S. Army War College, 2014).

⁴ David Burkus and Bramwell Osula, "Assumptions of Talent Management with Evidence-Based Strategies," *Journal of Business Studies Quarterly* 3, no. 2 (2011): 1.

⁵ Robert E. Lewis and Robert J. Heckman, "Talent Management: A Critical Review," *Human Resource Management Review* 16 (2006): 139.

⁶ Google, “talent management hr” search results page, <https://www.google.com/search?q=talent+management+hr&ie=utf-8&oe=utf-8#q=talent+management+hr> (accessed March 4, 2015).

⁷ Lewis and Heckman, “Critical Review,” 140-141.

⁸ Ibid., 140.

⁹ Burkus and Osula, “Assumptions,” 2.

¹⁰ Ibid.

¹¹ Valerie Garrow and Wendy Hirsh, “Talent Management: Issues of Focus and Fit,” *Public Personnel Management* 37, no. 4 (Winter 2008): 390-395.

¹² Ibid., 399.

¹³ Cindy McCauley and Michael Wakefield, “Talent Management in the 21st Century: Help Your Company Find, Develop, and Keep its Strongest Workers,” *The Journal for Quality and Participation*, Winter 2006, 5.

¹⁴ Ibid.

¹⁵ Lewis and Heckman, “Critical Review,” 144; Garrow and Hirsh, “Focus and Fit,” 395.

¹⁶ Barack H. Obama, *National Security Strategy* (Washington, DC: The White House, February 2015), 2.

¹⁷ Charles T. Hagel, *Quadrennial Defense Review 2014* (Washington, DC: U.S. Department of Defense, March 4, 2014), v.

¹⁸ U.S. Department of the Army, *The U.S. Army Operating Concept: Win In a Complex World*, TRADOC Pamphlet 525-3-1 (Washington, DC: U.S. Department of the Army, October 7, 2014), 14.

¹⁹ General Ray Odierno, “Regionally-aligned Forces: A New Model for Building Partnerships,” *Army Live*, blog posted March 22, 2012, <http://armylive.dodlive.mil/index.php/2012/03/aligned-forces/> (accessed February 5, 2014).

²⁰ U.S. Department of the Army, “Army Civilian Workforce.”

²¹ Ibid.

²² It is important to note that some technical experts migrate from their specialty as a technical experts toward administration as either a functional or enterprise leader while still keeping current on their requisite qualifications. For example, a doctor may move from practicing medicine to running a hospital or a medical association while still seeing enough patients and attending enough training to maintain his/her qualifications. So, unless they migrate from technical expert to functional or enterprise leader, these type of experts will not be considered senior civilian leaders in this paper.

²³ Colarusso and Lyle, *Officer Talent Management*, 25.

²⁴ *Ibid.*, 26.

²⁵ *Ibid.*

²⁶ U.S. Office of Personnel Management, *A Handbook for Measuring Employee Performance* (Washington, DC: U.S. Office of Personnel Management); Stephen Pick and Neville Uhles, "Use a Competency Library to Build a Talent Management System," *The Public Manager*, Fall 2012, 29.

²⁷ Mr. Robert Kirchner, Director of Civilian Personnel Advisory Centers of Letterkenny Army Depot and Carlisle Barracks, conversation with author, Letterkenny Army Depot, PA, October 29, 2014.

²⁸ Office of Economic and Manpower Analysis, *Army Green Pages: Proof-of-Concept Pilot Report* (West Point, NY: Office of Economic and Manpower Analysis, 2012), 2, quoted in Raven Bukowski et al., *Creating an Effective Regional Alignment Strategy for the U.S. Army* (Carlisle Barracks, PA: U.S. Army War College), 8; Pick and Uhles "Competency Library," 29.

²⁹ Office of Economic and Manpower Analysis, *Army Green Pages*, 24-26, quoted in Bukowski et al., *Creating an Effective Regional Alignment Strategy for the U.S. Army*, 7-9.

³⁰ McCauley and Wakefield, "21st Century," 5.

³¹ This bold assertion is supported by the following: Mr. Robert Kirchner, Director of Civilian Personnel Advisory Centers of Letterkenny Army Depot and Carlisle Barracks, conversation with author, Letterkenny Army Depot, PA, October 29, 2014; Mr. Rick Hoehne, GS-15 in the Defense Intelligence Agency, conversation with author, Carlisle Barracks, PA, January 7, 2015; Mr. Byron Smith, GS-15, United States Navy Civilian, conversation with author, Carlisle Barracks, PA, January 5, 2015.

³² U.S. Department of the Army, "Army Civilian Career Programs," June 20, 2014, <http://cpol.army.mil/library/career/docs/CP-Summaries-Changes.pdf> (accessed March 9, 2015).

³³ John McHugh, "Civilian Workforce Critical to Army's Success," *Federal Times Online*, May 6, 2012, <http://archive.federaltimes.com/article/20120506/ADOP06/205060303/Civilian-workforce-critical-Army-s-success> (accessed February 22, 2016).

³⁴ U.S. Department of the Army, "Career Programs."

³⁵ Only 27 of the 31 career programs provided dates for when the latest plan was posted. Of the programs that did provide dates, 12 have not been updated since the transformation and two programs have never posted their career plans. U.S. Department of the Army, "Training & Career Development," February 25, 2015, <http://cpol.army.mil/library/train/acteds/> (accessed March 9, 2015).

³⁶ Colarusso and Lyle, *Officer Talent Management*, 127.

³⁷ *Ibid.*

³⁸ Ibid.

³⁹ Colarusso and Lyle reached a similar conclusion about succession planning for the Army's Senior Officers, 138.

⁴⁰ Ibid., 145-156.

⁴¹ Mr. Rick Hoehne, GS-15 with Defense Intelligence Agency, conversation with author, Carlisle Barracks, PA, January 7, 2015; Mr. Byron Smith, GS-15 with United States Navy, conversation with author, Carlisle Barracks, PA, January 5, 2015.

⁴² Civilian tenure length statistics are as of September 30, 2014 and based on query run by Office of Economic and Manpower Analysis (West Point, NY: February 14, 2015).

⁴³ U.S. Department of Labor, "Employee Tenure Summary," September 18, 2014, <http://www.bls.gov/news.release/pdf/tenure.pdf> (accessed March 18, 2015).

⁴⁴ Mr. Rick Hoehne, GS-15 in the Defense Intelligence Agency, conversation with author, Carlisle Barracks, PA, January 7, 2015.

⁴⁵ U.S. Office of Personnel Management, "FERS Information: Computation," <http://www.opm.gov/retirement-services/fers-information/computation/> (accessed January 16, 2015).

⁴⁶ Ayse Karaevli and Edward J. Zajac, "When is an Outsider CEO a Good Choice?" This is the journal-provided internet summary of the similarly-titled article in *MIT Sloan Management Review* 53, no. 4 (Summer 2012): <http://sloanreview.mit.edu/article/when-is-an-outsider-ceo-a-good-choice/> (accessed 16 February 2015). Note: The majority of this paragraph is a rephrase of the Karaevli & Zajac article.

⁴⁷ The job search was conducted on www.USAJOBS.gov on February 4, 2015. The author chose engineering as the field for this search based on his experience and ability to classify jobs as technical expert, functional leader, or enterprise leader positions. The search yielded 119 jobs of which 6 were classified as senior leader positions.

⁴⁸ Partnership for Public Service, *Embracing Change: CHCOs Rising to the Challenge of an Altered Landscape* (Washington, DC: Grant Thornton, 2014), 18.

⁴⁹ U.S. Department of the Army, *Army Civilian Education System Policy* (Washington, DC: U.S. Department of the Army, November 2006), C-18.

⁵⁰ U.S. Department of the Army, *Civilian Personnel Career Management*, Army Regulation 690-950 (Washington, DC: U.S. Department of the Army, December 31, 2001), 18.

⁵¹ Mr. Rick Hoehne, GS-15 with Defense Intelligence Agency, conversation with author, Carlisle Barracks, PA, January 7, 2015; Mr. Byron Smith, GS-15 with United States Navy, conversation with author, Carlisle Barracks, PA, January 5, 2015; Ms. Merissa Larson, GS-14 with United States Navy, conversation with, Pittsburgh, PA, February 10, 2015; Mr. Ray Tatro, GS-14 with United States Army Corps of Engineers, conversation with author, Carlisle Barracks, PA, February 5, 2015; COL Charles Worshim, Acquisition Corps of United States Army, conversation with author, Pittsburgh, PA, February 10, 2015.

⁵² Beth J. Asch and John T. Turner, "A Theory of Compensation and Personnel Policy in Hierarchical Organizations with Application to the United States Military," *Journal of Labor Economics* 19, no. 3 (July 2001): 524.

⁵³ Ibid.

⁵⁴ U.S. Army, "Army Civilian Workforce."