Organizational Studies Department – Honors Thesis

Hire ME:

An examination and evaluation of the human capital transformations to recruit Generation Y into government service and retain them once they're there

Neil Tambe

4/17/2009

Table of Contents

Acknowledgements

Abstract

One estimate predicts that 1/3 of the federal workforce will be retirement eligible by the year 2012. One approach to preparing for the retirement of the Baby Boomers is to recruit and retain Generation Y workers. To understand federal human capital transformations to better recruit and retain Generation Y workers I conducted a case study of two agencies—the Department of State and the National Aeronautics and Space Administration (NASA). A case study using archival data, personnel data and interviews reveals that the effects of federal human capital transformations on the Generation Y work force are limited because transformations are centered on recruitment and not retention. Moreover, I consider the effects limited because there has been some visible increase in employment levels and accessions of Gen Y employees while there not been visible decrease in voluntary separations or attrition of Gen Y employees. This may be because of several reasons, such as larger human capital challenges facing these agencies besides Gen Y recruitment and retention.

Introduction

The business of government is broad and sometimes under recognized. For example, a civil servant keeps the official time of the country just as other federal employees fight terrorism or ensure food safety. The civil service, the portion of the government workforce that keeps government's operations and services running, is a group that our nation could literally not realistically live without. A large portion of the civil servants in the government workforce is coming to the verge of retirement age, presenting a tremendous human capital challenge for government human capital officials to address.

A report by the Partnership for Public Service estimates that 1/3 of the federal workforce will be retirement eligible in the next 5 years (Partnership for Public Service, 2008). To make a long story short, observers of federal human capital believe that an exodus of retirees out of government service is possible, and are making provisions to try to prevent any upcoming brain drain from affecting the business of government. Because of the possibility of a retirement exodus crippling government agencies, it is necessary to create a pipeline for talent to bring in the next generation of civil servants.

Preparing for a possible brain drain is no old issue, either. In 2001 the Government Accountability Office (GAO), a government agency that works at the behest of congress to audit the executive branch, released a report updating high-risk areas the government which needed to be addressed quickly. In addition to topics already on the list, such as information security and student financial aid programs, strategic human capital management was added a high-risk area by GAO in 2001 and subsequent reports have outlined progress the government has made to address human capital issues (Government Accountability Office, 2001). Human capital was added as a high-risk area because "federal agencies lacked a strategic approach to human capital

management that integrated human capital efforts with their missions and program goals," (Government Accountability Office, 2008).

Plainly, if any sort of mass exodus—or even a slower, phased retirement of government workers—from federal jobs is possible, government will need to be ready to fill vacancies with skilled workers who can replace the retiring employees. I have observed that there are currently two approaches circulating around federal human capital circles to address this issue: 1) recruit and retain more Baby Boomers into government to begin a second career, 2) recruit and retain new, younger Generation Y[1] employees into government[2].

I will try to investigate the latter approach, the recruitment and retention of Generation Y workers into government positions to prepare for and offset the retirement of the retiring Baby Boom generation. The investigation of recruitment is aided by the investigation of retention practices, because a purpose of recruiting talent is not only to attract the best employees possible, but to keep and develop them. Overall, in this paper, I will investigate the effects and results of transformations—the retooling and improvement of human capital systems, processes or programs—in federal human capital practices on the recruitment and retention of Generation Y workers since human capital was made a high-risk area by GAO.

The literature I examined about federal strategic human capital—GAO reports, congressional testimonies and other white papers—provided high-level commentary about a few topics. Those data sources tended to establish human capital as a priority for federal leadership, recommend ways to improve federal human capital practices or provide updates on the management of federal human capital.

---

[1] In this paper I use Generation Y interchangeably with Gen Y

[2] Generation X, the generation preceding Generation Y is excluded because it is a small generation and there are fewer Generation X workers currently in the civil service because of the government's reduction in hiring in the 1990's. When Generation X was referred to in the literature, they usually fell under the category of older or mid-career workers.

The literature I examined about Generation Y centered around two areas. First, the literature described the attitudes and characteristics of the generation to provide HR professionals with a background on Generation Y members and their behavior. Second, the literature made recommendations to supervisors about how to communicate with, motivate and manage members of Generation Y in the workplace. There was little written about how to create systems to recruit and retain Gen Y workers and even less written about human capital transformations to better recruit and retain Generation Y workers.

There was a gap in the literature because very little of the literature fused federal human capital to Generation Y issues. I tried to add material to this gap by synthesizing material about federal human capital and Generation Y, while also investigating federal human capital systems—like recruitment or retention programs—intended to better recruit and retain Generation Y workers. Also, I included an analysis of federal personnel data to try to get some understanding of the effects of any transformations.

Methods

To present an integrated analysis of federal human capital as it relates to Generation Y workers, I synthesized data across a diverse portfolio of sources. Also, I covered a variety of topics outside of agency transformation, so that Generation Y recruitment and retention could be understood in the context of the agencies studied and federal human capital more generally.

Before conducting a case study of agencies, I wanted to get a clear understanding of the background information relevant to studying this topic. First, I wanted to understand the characteristics and attitudes of Generation Y—so that I could frame the rest of my research and thinking around themes that would be generation relevant—by reading about Generation Y, specifically within the contexts of the workplace and public service.

Then, I wanted to understand federal human capital, broadly. This phase was aided by the many government reports about human capital, mostly from the GAO, congressional testimonies or legislation. To conclude my background research, I attempted to find information about Generation Y in the federal government.

As my two case-study agencies, I selected the US Department of State (DoS) and the National Aeronautics and Space Administration (NASA). First, I chose those agencies because they both have a workforce with college-educated, professional workers. Also, the two agencies have internship programs and other systems that provide some indication that the agencies are interested in managing their Generation Y workforces. At first glance, these agencies also showed traces of human capital transformations, according to my background research and my personal familiarity with the organizations[3].

Also, these agencies were interesting to study because of the contrasting characteristics of the organizations' workforces. For example, NASA has a high need for engineers while the Department of State does not have a preferred major for its employees. Furthermore, the HR structure of these organizations vary as DoS has two distinct workforces, the Civil and Foreign Service, and NASA drives HR through each of its centers, like the Jet Propulsion Laboratory or the Kennedy Space Center in Cape Canaveral Florida in addition to having a central HR office.

Finally, I chose these agencies because of their visibility and importance to government work. First, the Department of State is a very prominent agency because of its historic importance in US affairs abroad and because of its role in recent years after the beginning of the wars in Iraq and Afghanistan. NASA is also important and visible, but for different reasons.

---

[3] I had links to these agencies via an internship in Human Resources at the Department of State or networking opportunities through an internship with the Partnership for Public Service, a D.C. based non-profit involved in federal workforce issues. So, another prevailing reason for selecting these organizations is because I would plausibly have better access to interview agency officials.

NASA is the US Space Agency and many technologies developed for spaceflight have been converted for civilian purposes. NASA is among the frontrunners in government for research and development in science and engineering. NASA also has public visibility because of its missions involving human spaceflight or solar system exploration.

After conducting background research, I wanted to understand the intricacies of how the case-study agencies underwent transformations to better recruit and retain Generation Y workers. In other words, I wanted to fill in the gaps on the topics I was reading about in archival sources. I did this by conducting telephone or in-person interviews with as many agency officials as possible. These officials were junior or middle level employees and not executives in the agencies studied. I also interviewed members of Generation Y with exposure to the agencies so that I could get a different perspective on the human capital practices of the agencies I selected.

Finally, I attempted to see trends in federal human capital by examining government personnel data. I did this to understand the effects of transformation efforts on the agencies' workforces.

The primary dataset I used was from the Office of Personnel Management's (OPM) Central Personnel Data File, more commonly known as CPDF. This data is the main data source on federal personnel made available to the public. The data covers employment numbers, average salary, and average length of stay with the opportunity to filter the data according to many demographic factors. The dataset also has similar flexibility when evaluating accessions and separations totals. The online dataset is published at yearly intervals since 1998 and quarterly intervals since early in the second Bush Administration

I used the employment, accessions and separations data. I captured the data at yearly intervals using the information collected in September for each of those years, to accommodate

for seasonal variation. I also filtered the results to include only full-time, permanent employees. I did this because I wanted to capture typical professional civil service workers, and not seasonal or temporary employees. This also falls into practice with the analysis of other initiatives, like the Partnership for Public Service's Best Places to Work project.

I collected data in this way for three different groups of agencies: All agencies/government-wide, the Department of State and NASA. I wanted to get all of these groups so I could compare the individual agencies to each other and compare both agencies to trends occurring government-wide. It should be noted, however, that the numbers from the CPDF are not reflective of all government employees even when not selecting only full-time permanent employees. The members of the military and the Department of State's Foreign Service, for example, are not included in the CPDF. Federal contractors, a ballooning portion of the government workforce, are also not included. The tool I used to collect the data, named FedScope, is hosted on the public Office of Personnel Management website. I collected data for all years publically available online.

When taking data from the CPDF I broke down the data by agency and age group. Each age group was in 5-year bands. Since data was collected over a 10-year period, the age groups that fall within the range of Generation Y birth years could change over the course of the period studied. To control for this problem, I calculated birth years for each age group in each year the data was collected to determine which age groups could be considered to be in the Generation Y cohort across the entire period studied. I did this by subtracting the upper and lower bounds of each age band from the year the data was collected.

After calculating birth years for each age band's upper and lower bound in each year of the data, I matched the birth years against the range of birth years in Generation Y. Using 1978

as the first birth year of Generation Y, I selected the "Less than 20", "20-24" and "25-29" as Gen

Y age groups because those groups fell into the Generation Y range of birth years a majority of

the time, when using the lower bound values.

<u>Which age groups could be considered Generation Y?</u>

Using upper bound	Age band	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
	Less than 20	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988
	20-24	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984
	25-29	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
	30-34	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974

Using lower bound	Age band	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
	Less than 20	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988
	20-24	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988
	25-29	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983
	30-34	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978

Table 1 - Green cells are in the Gen Y age range

I conducted calculations or purposely disregarded bits of data while cleaning the dataset a

few times. Here is a summary of those methods:

- **The "Unspecified" Age Group** – One of the age groups in the dataset was labeled "unspecified". I disregarded this category because I could not attribute the data from that group to any particular age group, Generation Y or otherwise. There were very few employees in this category so disregarding this subset did not change the overall trends shown graphically.

- **Narrowing Separations** – Separations from agencies were tallied in the CPDF. Separations were broken down into many categories such as transferring out of the agency, quitting, retirement or death. I disregarded all separations unless they were classified as quitting or retirement because my premise was to understand voluntary attrition. Because it can be difficult or a hassle to fire someone, transfers can be a method of de-facto termination from a government position. However, since I was not able to determine the reason for any employee's transfer, I disregarded transfer data. I also disregarded the other categories of separation because my reason for collecting separation was to get a flavor for people who left agencies voluntarily—for the purpose of understanding retention. Overall, I summed separations categorized as retirements or resignations to create a metric called "voluntary separations".

- **SES hires** – When comparing ratios of competitive service and excepted service hires, I did not include SES hires in the comparison. I did this because they were a miniscule percentage of new hires, and no Gen Y member would have enough experience to be considered for an SES appointment.

- **State Department Foreign Service** – Personnel data on the Foreign Service was not available after 2005, so I eliminated Foreign Service Officer data completely from the dataset.

Additionally, I tried to get information from the strategic documents of agencies themselves. In this effort, I tried to acquire human capital strategic plans and similar documents. These documents vary between the agencies so the usefulness of these documents was mixed. By looking at these documents and others like them, I tried to discern the role of generational issues in strategic human capital management at these agencies.

Other pieces of data I tried to evaluate were surveys such as the Federal Human Capital Survey, a survey administered to government employees to assess their attitudes on their jobs and agencies. I was limited in my use of the Federal Human Capital Survey because I was not able to break down the information in these datasets by age group and agency simultaneously; only summary data was available.

In reality, I tried to find any information I could that might shed light into the state of recruitment and retention at NASA or the Department of State. This includes examining those agencies' websites, recruitment materials or toolkits for HR practitioners. Even though these are not sources that directly report human capital activities, they are materials that are inspired by the values, programs and practices of an agency. Because they are influenced by agency human capital practices, I decided to include them in my analysis.

Understanding Gen Y

To understand human capital in the context of Generation Y and its habits, preferences and behaviors, an overview of Generation Y is necessary. To start, Generation Y has many

names in addition to Gen Y such as: millennial generation, generation me, the echo-boom generation or the net generation. Gen Y follows Generation X in history. There are not any commonly accepted dates for the beginning and end of Gen Y—likely because there were not distinct historic events to serve as bookends for the generation, unlike the end of WWII to serve as the beginning of the baby boom—but estimates usually do not precede 1978 or extend past the early 2000s. So, roughly speaking the youngest Generation Y members are almost 10 years old and the oldest members are in their early 30's. Generation Y is the largest since the baby boomers, and number approximately 80 million. In this paper, I only considered members of Generation Y residing in the United States.

According to Dr. Jean M. Twenge in her book *Generation Me: Why Today's Young Americans Are More Confident, Assertive, Entitled – and More Miserable Than Ever Before*, a research-based work on Gen Y psychology, Gen Y does have common traits and feelings. "Generation Me has the highest self-esteem of any generation, but also the most depression. We are more free and equal, but also more cynical. We expect to follow our dreams, but are anxious about making that happen," she says (Twenge, 2006, p. 212)

Volunteerism and Public Service

Conversely, Generation Y enjoys helping others. Volunteerism among youth has been on the rise. Gen Y wants to help others and is the "most socially conscious generation since the 1960's," (Tulgan & Martin, 2001). This is contrasted, however, by Gen Y's general apathy towards politics, public protest and voting. Gen Y shies away from these activities more than previous generations because they feel that it is not worth their time to participate in these ways if the difference they make is nominal or non-existent (Twenge, 2006, p. 138).

A report issued by the Partnership for Public Service and Universum USA in January of 2009 outlined additional information describing Generation Y attitudes, specifically towards government employers and public service. One result found in the report is that "government/public service" was the most selected among 46 industries in which undergrads would "ideally want to work" when choosing their first job after graduation. The government/public service category was chosen by 17% of undergraduates surveyed, followed by healthcare (13%), education (12%) and marketing/advertising (11%).

Because Generation Y has a spirit for volunteerism, it makes sense that they are interested in public service careers. In fact, several government employers were identified as being in the ideal 15 potential employers, as identified by survey respondents. The top three employers were from the private sector, Google, Walt Disney and Apple Computer respectively; the highest rated government employer was the Department of State, ranked 5th. The other 4 government employers in the top 15 were Peace Corps (8th), NASA (9th), Central Intelligence Agency (12th) and Federal Bureau of Investigation (14th). Volunteering provides an opportunity to serve one's community, country or world. Similarly, public service careers offer a meaningful opportunity to give back and make an impact on the world.

Government fared well in the rankings because government provides several of the qualities that undergraduates and Generation Y workers look for in an employer. The number one quality was work/life balance. Other desired qualities were service to the public good and having job stability. The study also expressed reasons that students avoid government/public sector positions, such as the perception of a lower salary and the desire for an employer with prestige—government can often have the reputation of "red tape" or "bureaucracy" (Partnership for Public Service & Universum USA, 2009).

There has also been coverage of Generation Y and the workforce in the press. The subject matter in this coverage, however, has dwelled on how to manage workforce relations between the various generations instead of how to structure organizations to serve the needs of Generation Y. Additionally, press coverage identifies Gen Y's injection into the workforce as an issue to address. In other words, the trade and popular press talks more about how Generation Y is arriving or about how to get Generation Y to play well in the sandbox rather than how to build a sandbox with Generation Y in mind.

Workplace and Interpersonal Attributes

First, press coverage identifies the arrival of Generation Y as an issue for HR professionals and program managers to hold in their consciousness. These pieces try to distinguish Generation Y from earlier, older generations. Several—sometimes conflicting ideas—emerge in these papers: difference in upbringing, social consciousness, confidence/independence, and interpersonal preferences.

Gen Y functions best in environments where they can be active participants in their work, "One-on-one training should be Socratic and task-oriented—don't just show them something but have them do it themselves". Also, because of the ultra-competitive and unstable times that Gen Y came of age, she suggests that good benefits are a great recruiting tool for Generation Y, even as they enjoy flexible schedules and independence in their work (Twenge, 2006, p. 218).

The issues raised about upbringing highlight several areas. One idea is that Generation Y prefers interactivity to authoritarian communication styles because they were brought up with television, video games and the internet. Another is that Gen Y is accustomed to working in "diverse" environments because pluralistic multiculturalism was a theme during their formative years. Another is that Generation Y is defined partly by its responsiveness to technology and

being barraged with marketing messages and other sources of information en masse (Buckley, Beu, Milorad, & Sigerstad, 2001).

Several sources speak about social consciousness. Gen Y wants to see impact on the greater good in what they do and work for companies with a conscience (Yeaton, 2008). Also, several sources describe Gen Y as liking support from supervisors and opportunities to develop and learn. In their pursuit of changing the world, Gen Y members realize that constantly developing their skill sets and marketing themselves is valuable and necessary. They value feedback during this process (Hastings, 2008).

Ironically, sources also describe Gen Y as confident and independent. Gen Y does not lack self-esteem and possess an entrepreneurial spirit. By one author, they are dubbed the "my generation" because they want to do it "my way" (Oliver, 2000). However, Generation Y also is accustomed to working in teams and possesses strong interpersonal skills (Solheim, 2007).

Alternative Viewpoints about Generation Y

There is not a total consensus on Gen Y—understandably so because Gen Y has not been in the workforce for very long. For example, many articles claim that Gen Y does not expect job security so they will be open to changing jobs every few years. However, other sources suggest that Gen Y will really respond to retention benefits such as healthcare coverage or parenting related benefits precisely because those benefits provide job security. Three (varying) descriptions of Generation Y were given as follows (Collins & Tilson, 2001):

Author	Description
Tapscott	Fierce independence, emotional and intellectual openness, inclusion, free expression and strong views, innovation, preoccupation with maturity. They are also curious, assertive, self-reliant and accepting of diversity
Murray	Dependent, group oriented, civic minded, better prepared, confident, willing to do what it takes to succeed, high energy, comfortable with people and institutions, easier to work with, follow advice, less distrustful of policies and procedures, play by the rules.

O'Reilly	Ambitious, warm, confident, upbeat, lacking in moral superiority, optimistic, generally spoiled, self-centered, generous, practical, brilliant, civic minded.

There is also strong criticism of Generation Y, such as being "de-skilled in areas such as motivating oneself, persisting in the face of frustration, delaying gratification and controlling impulsive behaviors…The reality is that this generation, raised by us baby boomers, fail in the same way we did, by wanting respect without earning it. We learned (sometimes the hard way) that we succeed only by hard work, respect for all, and learning and respecting a line of authority. Hopefully Generation Y will learn as well." (French, 2006). Certainly this criticism suggests that there is room for improvement in the actions of Generation Y members.

Managing Workforce Relations

The industry and trade press provides many suggestions on how to take Generation Y's preferences into account when managing workforce relations. One of the most widely recommended practices is to create mentoring programs between Gen Y and senior leaders, formally or informally (Kehrli & Sopp, 2006). Another common recommendation is to use technology appropriately to communicate with Generation Y workers effectively, especially as many more tools become available via the web (Alch, 2000).

A more fundamental recommendation is to give Generation Y meaningful work to do because they want to see impact and contribute to the work that they are doing. Along with approaching Generation Y with meaningful projects, experts recommend providing Generation Y with flexibility in the workplace. This includes work-life balance programs, flexible scheduling and allowing for collaboration in projects (LaFave, 2008).

Certainly, there is not a full consensus on what it means to be Generation Y or the best ways to manage workforce culture to accommodate Generation Y. However, there are a few

emergent themes. Generation Y was raised in a different world and some of their defining features are their self-esteem, confidence and their desire to be included and valued. There are several approaches for how to leverage these traits, such as mentoring, utilizing technology and providing work-life balance.

Overview of Federal Human Capital's History

Though most of the recent history regarding the federal Civil Service and federal human capital comes after 2001, when human capital was placed on GAO's High Risk List, legislation which modernized the civil service was adopted in the 1970's. The monumental legislation, the Civil Service Reform Act of 1978, created the Office of Personnel Management, the Merit Systems Protections Board and the National Labor Relations Board. The legislation also created the Senior Executive Service, a cadre of elite executives (usually just under a political appointee in rank) tapped for their leadership qualifications (US Office of Personnel Management). A major feature of the Civil Service, the General Schedule pay system, was created in 1949 and is the system that most of government still uses today to pay its employees (Office of Personnel Management).

More recently in federal human capital history was the President's Management Agenda (PMA), the cornerstone of the President George W. Bush's management reforms. Announced in 2001 and issued in 2002, the PMA was created with the intent to improve the management of federal agencies and highlight the need for reform in several key areas of government management, including human capital (Bush, 2002).

To measure the results of the agencies and departments, a scorecard was created. Each agency reported to the Office of Management and Budget (OMB) and Office of Personnel Management (OPM) and their progress and was "graded" accordingly. The agency received a

rating on a "stoplight" scale (red-yellow-green) after reporting on a quarterly basis. Results of the progress of agencies and programs were described in reports and on a government website (Government Accountability Office, 2006).

These management initiatives were created to increase the performance of government to service its citizens and to drive government to create measurable results. In other words, the initiatives were meant to help guide agencies towards greater fulfillment of their missions. One tool in the human capital area to help agencies improve human capital was the Human Capital Assessment and Accountability Framework (HCAAF), a framework created by OPM in collaboration with OMB and GAO meant to focus and guide agencies in their efforts to improve human capital by giving them a roadmap to follow (Office of Personnel Management).

Since the PMA was created by executive order—not being written into law, it is up to the next president whether or not to continue the program—it is unclear what will happen to it now that the Obama Administration has entered the White House. It may be retooled or discontinued.

Legislation

Federal workforce policy has undergone interesting transformations in the past 10-15 years. These legislative changes are the foundation for transformations currently happening in federal human capital at the agency level. I outline some of the recent pieces of legislation to give a flavor of what approaches have been taken to try improving federal human capital.

Arguably the most influential piece of recent human capital legislation was the Chief Human Capital Officers Act of 2002. This bill created "Chief Human Capital Officers", also known as CHCOs, in 24 executive agencies and departments, which raised human capital to the C-Suite of government agencies. The legislation also created the so-called "CHCO Council", a

forum for CHCOs to tackle government-wide human capital issues and to share knowledge or resources of which the OPM director would serve as chairman (CHCO Council).

Also contained within the CHCO Act were additional flexibilities for agencies to manage human capital For example, authorizations were given to agencies to manage voluntary early retirement authorities and voluntary separation incentive payments. Another flexibility was the elimination of the so called "rule of three", which allowed agencies to hire candidates from a group of candidates split into groups according to their qualifications instead of making a hire from only the top-three candidates (Oversight of Government Management, the Federal Workforce and the District of Columbia Subcommittee, Senate Committee on Governmental Affairs, 2004).

Another recent bill, National Defense Authorization Act for Fiscal Year 2004, gave authority for creating an alternative personnel system for civilian employees at the Department of Defense. This system called the National Security Personnel System deviated from the General Schedule, the government's standard personnel system for civil service employees, because it allowed for performance based pay. (Sanders, 2003).

Workplace flexibilities were also an emphasis in recent legislative reforms. In November of 2003, Congress raised the annual and aggregate limits of repayment for federal student loans, $4000 and $20000 respectively, in the Federal Employee Student Loan Assistance Act (Oversight of Government Management, the Federal Workforce and the District of Columbia Subcommittee, Senate Committee on Governmental Affairs, 2004). Congress also authorized flexibilities in the Federal Workplace Flexibility Act of 2004. Flexibilities in this bill included compensatory time for travel, enhanced leave computation for individuals starting federal service mid-career, and an increased focus on training within agencies (Oversight of Government

Management, the Federal Workforce and the District of Columbia Subcommittee, Senate Committee on Homeland Security and Government Affairs, 2005).

Little federal human capital legislation, if any, specifically targets Generation Y or Generation Y issues. Of course, some might consider some pieces of legislation, such as increases of college loan repayment amounts as more beneficent towards Generation Y members than other generations.

Agencies, with the approval of OPM, can work within the bounds of legislation to try to better address their own needs. In other cases, individual agencies go directly to Congress to get special authorities not provided across government. This was the case with NASA when it secured additional authorities in the NASA Flexibility Act of 2004 (Oversight of Government Management, the Federal Workforce and the District of Columbia Subcommittee, Senate Committee on Homeland Security and Government Affairs, 2005).

Even though the actions of Congress and of individual agencies have been important to improve strategic human capital in the federal government, according to government officials more work is needed in several areas. Robert N. Goldenkoff, Director of Strategic Issues for the GAO, outlined some of these challenges in a report titled *Transforming Federal Recruiting and Hiring Efforts* (Government Accountability Office, 2008, p. 7) issued in May 2008:

> While these actions are all steps in the right direction, our past work has found that additional efforts are needed in the areas of strategic human capital planning, diversity management, and the use of existing flexibilities…In addition, OPM, working with and through the Chief Human Capital Officers Council, must use its leadership position to vigorously and convincingly encourage continuous improvement in agencies and provide appropriate assistance to support agencies' recruitment and hiring efforts.

In the report, Goldenkoff also highlighted six specific areas of human capital management to be improved: passive recruitment strategies, poor and insufficient workforce planning, unclear job vacancy announcements, time-consuming and paperwork-intensive manual processes, imprecise

candidate assessment tools and ineffective use of existing hiring flexibilities (Government Accountability Office, 2008, p. 4).

Building the cases

In federal human capital there are dynamics at the team level, bureau level, agency level and the government-wide level. Even though there are dynamics at the various levels, the proper unit of analysis is the agency level. Teams and bureaus are tied together by the agency because they are plugged in to the mission of the agency and are confined in their practices by agency human capital plans and procedures. Even though legislation is often passed government-wide, the ways these policies are implemented vary based on the circumstances of each individual agency.

That there are variations between the present statuses of agencies supports this claim. If the proper unit of analysis was the government-wide level, there would be less variation between agencies. Also, other stakeholders view the agency as the correct unit of analysis since human capital data and assessments—such as the PMA Scorecard or the FHCS—are analyzed agency by agency.

Generation Y is an important vehicle for human capital transformations because of their skills and their numbers in the workforce. If government is trying to reinvent itself, recruiting and retaining Gen Y is a strategic move because they do not have to worry about shedding staff—retirements can take care of that—and Generation Y is the largest workforce to arrive since the Baby Boom.

Even if government was undergoing a less critical transformation, the recruitment of Generation Y would still be a strategic opportunity. Since the competition for attracting top talent is intense, agencies must be poised to compete. In addition to the depletion of talent

through the retirement of the Baby Boomers making Gen Y a vehicle for human capital transformation, simply competing for the best talent makes the recruitment and retention of Generation Y a priority.

Now I will provide a more in-depth look at NASA and the Department of State. By doing this, I wish to provide the necessary context for understanding human capital transformations to better recruit and retain Generation Y, before examining what effects those transformations might be having on the workforces of those agencies.

Before introducing the cases, however, I will summarize an interview with Patsy Stevens, an OPM employee who worked closely on the Career Patterns project—a framework for helping agencies understand the needs of their people depending on where they are in their career track.

Patsy Stevens – Office of Personnel Management

Ms. Stevens described branding itself as an employer of choice as a challenge and priority for government, an effort the Career Patterns project aids. However, Career Patterns is not an initiative specifically targeted towards Generation Y. Government needs to think differently about all generations from Generation X to retirees. Government needs to think differently about attracting talent, regardless of their age.

Career Patterns was not meant to be prescriptive. Instead it was envisioned and is currently used as a tool that agencies could use so they could better understand their workforces and potential recruits. By using this tool, they could hopefully better tailor all their activities— such as websites, job applications, job descriptions, etc.—to the audience they are trying to target.

A compelling reason not to be prescriptive is because of the individualized needs of each agency. "Government is like a big holding company, every agency has a different need," she

said. Career Patterns outlines several scenarios and helps answer the questions of how to attract a recruit's interest and get employees to grow inside government. Additionally, there is a need for private-sector insight and a need for knowledge management, she said.

Other concerns that deserve attention are turnover/retention and performance management. Turnover used to be an issue of retirements so a lot of focus wasn't put on it in the past. "We spend so much time and money getting people on board, we can't lose sight on how well we keep them," she said. Also, performance management is something that has to be done correctly. Hiring needs to focus more on strategic intent, she said.

Overall, Ms. Stevens presented government as aware of the various generations in the workforce. The interview also confirmed the idea that different agencies have different needs—one size does not fit all. Finally, Ms. Stevens suggested that issues of turnover and retention are crucial and that it is difficult to understand these issues because in the past turnover and retention issues were linked strongly to retirements, instead of voluntarily separating.

I will now present an in-depth look at two agencies: NASA and the Department of State. These cases serve to help distinguish the agencies from each other, but both case studies are centered on human capital practices to better recruit and retain Generation Y and using Gen Y as a vehicle for human capital transformation.

Case #1 – National Aeronautics and Space Administration

NASA's Unique Circumstances

The National Aeronautics and Space Administration has several unique circumstances which frame its recruitment and retention of talent. The most influential factor on recruitment and retention is probably the science and engineering (S&E) pipeline of talent. In 2001, approximately 24% of NASA's S&E talent was predicted be retirement eligible by the year

2006. Also, as of 2001 92% of NASA's current S&E talent was in GS-13 positions or higher, positions that are senior-level or supervisory. Overall, demand for S&E grads was increasing as enrollment of S&E grads is declining (National Aeronautics and Space Administration, 2001).

Also, NASA is currently undergoing at least two major shifts in agency strategy. First, NASA is shifting from a destination-based vision for space exploration to a science-based vision for space exploration (Government Accountability Office, 2003, p. 2). In other words, they are framing missions not about where they go but about what scientific discoveries are important, crudely put. Also, NASA aims to retire the STS—also known as the space shuttle—from active service in 2010 and recommence human spaceflight by 2015 (Government Accountability Office, 2007). Both of these challenges depend on well managed human capital initiatives and pose significant management challenges.

Finally, NASA's organizational structure distinguishes it from the other agencies studied. NASA has a central headquarters but it also has other centers of activity which function interdependently with headquarters or the other centers[4]. For example, some centers use hiring flexibilities differently or have different training programs depending on their needs and location.

Recruitment/Onboarding

NASA has taken advantage of some of the authorities and flexibilities that it has been granted. One of the areas which is most utilized by NASA is term appointments. Term appointments allow an agency to make a temporary appointment for a period of 1-4 years where a need is not permanent—a useful tool if a project is known to be ending or if future needs or budget are uncertain. NASA has an expanded term appointment authority under the NASA Flexibility Act of 2004 with the ability to make appointments for up to 6 years and the ability to

---

[4] See Figure 1 for a diagram of NASA's centers

non-competitively convert term appointees to career or career-conditional appointments under certain conditions. NASA has increased its use of term appointments since the flexibility was authorized (Government Accountability Office, 2008).

The GAO report also cited a use of recruitment and retention bonuses, which are especially helpful in attracting or keeping employees who can be hired away by more comprehensive compensation packages in the private-sector. NASA uses other targeted authorities like pay incentives or relocation incentives to help recruit the best workers it can (Government Accountability Office, 2007, p. 21).

However, some criticism has arisen that NASA has not made adequate use of its additional flexibilities to give more recruitment or retention bonuses or that those bonuses have been given disproportionally to members of the Senior Executive Service (Subcommittee on Space and Aeronautics, Committee on Science, House of Representatives, 2006, p. 5). Term appointments also have been criticized that they undermine the technical capacity of the agency and prevent term appointees from expressing their opinions fully for fear of retribution (Subcommittee on Space and Aeronautics, Committee on Science, House of Representatives, 2006, p. 26).

A program of increasing use is the Cooperative Education Program, which many entry-level recruits have been hired through. Modeled like a Co-op program this program gives NASA a chance to develop and train new employees and ensure that they are technically and professionally proficient before making a permanent hire.

In 2001, NASA laid out a plan to improve recruiting at the Agency. Through this process, it worked with many of its stakeholders to develop a model for recruiting. After studying the issue, they developed a three-pronged model for doing recruiting in the future,

consisting of the following steps: Focus on the Candidate, Leverage Partnership and Alliances and Tailor Recruitment Opportunities.

To focus on the candidate, as opposed to the process, the first step was to better connect with candidates. This effort included recommendations to build a student website, incorporate diverse media sources such as video and develop a buddy/friend program for high-potential recruits, among others ideas. The report also directed NASA to make job offers in a timely fashion and unify NASA's presence while recruiting because recruiters from multiple centers at the same recruiting events confused candidates.

Leveraging partnerships and alliances included University relationships and others. First, since NASA has research grants at many top universities, the report directed NASA to leverage their relationships with Principal Investigators to recommend high-potential students for career/internship opportunities with the agency. NASA also wanted to form relationships with trade associations and empower their own employees to be ambassadors for recruiting talent to the agency.

NASA also wanted to tailor their programs to a specific audience. These recommendations noted that recent graduates want growth opportunities, engineers want to see their prototypes in action and scientists want to work with the leading people in their fields in state-of-the-art facilities. The National Recruitment Initiative report also called for NASA to capitalize on its brand recognition, develop recruitment metrics and engage in strategic workforce planning (National Aeronautics and Space Administration, 2001).

Retention/Culture/Leadership

One of the most lauded components of NASA's transformation effort in GAO reports is their alignment of strategic human capital management with NASA's broader mission and objectives. They have done this by using input from its mission directorates, centers and union

leaders. "These linkages allow NASA to assess and understand the extent to which its workforce contributes to achieving the overarching mission," (Government Accountability Office, 2007, p. 13). This alignment is attributed to NASA leadership's efforts and awareness of strategic human capital management.

Also critical to this effort is NASA's commitment to adhere to a "healthy centers principle"—all of NASA's centers should be functioning well. To do this, the individual centers have had to align their missions and human capital approaches to NASA's broader mission and its agency-wide objectives, which they have done successfully.

HR/Recruitment Communication

NASA's human resources website contains a workforce plan that identifies NASA's priorities in strategic human capital management. The plan has three goals: understand mission requirements, align the workforce with the mission and enable effective and efficient HR operations. The three sub-goals of the plan are rather introspective and include many components about better understanding the workforce and being able to measure its competencies and capabilities better. There is also significant attention paid to training under the second sub-goal of mission alignment (National Aeronautics and Space Administration, 2008).

Additionally, NASA's human capital website—named "NASAPeople"—has many resources for employees including links to HR policies, work and family programs and information about employee awards. For HR practitioners in the agency there are desk guides and a website specifically for providing recruiters with resources. There is also a page specifically for student opportunities. A list of HR directors' contact information at each NASA center is also provided.

It is true that many organizations have websites for their HR departments. It is also true that many companies have similar pages or documents on an intranet, rather than the internet.

That NASA has all these materials from a student site to HR desk guides publically available, could be precisely the point—publically available implies that anyone from a potential recruit to a congressional staffer to an interested citizen has the opportunity to understand more of NASA's inner workings.

The general NASA website also has features that may contribute to some of its stated strategic human capital objectives, namely building on the recognition of the NASA brand. First, the website tries to triage visitors directly towards the information that they are most interested in—as students, NASA employees, policymakers etc. The website also provides many opportunities to connect with NASA through the services on the multimedia page—including Gen Y friendly services such as twitter, YouTube and flickr—or RSS feeds, another popular medium for tech-conscious Gen Y's.

The website seems to build on NASA's brand because it provides many opportunities for citizens to better understand NASA's work, beyond its historic lunar programs. It incorporates sections that allow people to see photos or learn about how NASA's research is useful in everyday life. A quick glance at the website reveals that NASA's mission goes beyond human spaceflight (National Aeronautics and Space Administration, 2009)[5].

Training and Development

To help develop their workforce where it lacks skills and to help retain workers, NASA also has development programs at its centers. These programs range from professional development to mentoring. Some centers also have rotational programs to give students more development and learning opportunities. Finally, NASA's name recognition and reputation as a excellent place to work in government helps them recruit and retain employees, generally speaking (Government Accountability Office, 2007).

---

[5] See Figure 2, Figure 3, Figure 4 and Figure 6 for screenshots of NASA's website

Also, NASA has education programs which help develop the pipeline for talent and give them an opportunity to tap short-term, part-time human capital at the same time. These programs vary between centers and range from hands-on projects for undergraduates to fellowship programs for graduate students (Government Accountability Office, 2007, p. 20).

I interviewed two people affiliated with NASA. The first interview summarized is Ms. Stephanie Spence-Diamond, who is an HR professional at NASA headquarters with decades of experience in several offices of different government agencies. The second interview summarized is Ashwin Lalendran, a University of Michigan Aerospace Engineering undergraduate who interned at NASA's Ames Research Center in the summer of 2008.

Stephanie Spence-Diamond

During her time in government which has spanned over three decades, Stephanie Spence-Diamond—A Human Capital Strategist in the Human Resource Management Division at NASA Headquarters—has seen the role of the personnel office change. First it was strictly personnel, then human resources, now it is human capital. Now it is much more of a management responsibility, which is not something that all folks have embraced, she said.

People are aware of Generation Y issues, but it's unclear about what to do. Generation Y concerns are considered to be one small part of a larger idea of "diversity", so as far as special initiatives go, Gen Y is only considered to be included as one of many interest groups. It's difficult to give one group special attention, too, because it can cause backlash, pitting one group against another. It could lead to an increase in angst in the workforce. Questions about how to get different generations working together is also a concern. Different approaches to these issues are being taken at different centers.

She said, issue has come up with some of the "next-gens", and where they see themselves in the work force. The Gen Y workers were called to do a presentation in front of agency

leaders, but follow-up still needs to happen. Follow-through is something that Stephanie had noticed; it's something the next-gens need to work on. Additionally, the Gen Yers get together once a month at a reserved lunch table to talk about issues.

The workforce used to be really command and control. Now, it's much more team-oriented and collegial. The way of working has changed. And with that, supervisors aren't born, they are made. Tech supervising has been particularly difficult to develop.

Really, the successes of these transformations are determined by how they are implemented into the workforce, she said. The use of automation in recruitment is an example of this. If generations are at ease with it, it's fine. The length of time can be frustrating. Getting someone into a job is huge, how you onboard them is also key. In some ways systems have taken over, but customer service hasn't been upped with it.

At NASA patience can wear thin between older and Gen Y workers. The new trends are to look at work as a series of projects—speaking from a young person's perspective—rather than a career. Also, careers don't have as clear of a path; they are much more fluid. So, the trick isn't to engage just young people. Rather, it's important to reengage everyone, even more senior folks, because their excitement might also be waning.

On the topic of recruitment tools, there are recruitment bonuses, but also increases in step on the General Schedule as a possible recruitment tool. IT/HR has been much more competitive in offerings so that has helped get people as well. Also, re-calculating accrued leave has been helpful in getting mid-level people. In this business of HR it's hard to stay ahead of the game. It's made a difference for NASA so now they must stay ahead. They could use a few extra things, but government-wide people are catching up.

It's hard to determine if NASA and other agencies have been successful because the metrics could be improved, and this is acknowledged. But, there could be pockets of success within agencies. Leadership involvement has been huge in this whole effort because their attention can't always be garnered and is necessary for stewarding change.

On the front lines, NASA is looking for practical advice on how to give Gen Y feedback and keep them engaged day-to-day. A practical guide would be useful, like a "here's 10 things to do as a supervisor that would be reasonable with Gen Y." There's frustration on both sides; feedback is hard to give anyway, and people who have tried have failed.

From her long career in federal human capital, Ms. Spence-Diamond was able to provide a broad perspective on Gen Y issues. She described that Gen Y is considered to be one of the many diverse groups that should be considered in human capital issues, instead of one that is prioritized over the others. However, even though Gen Y is not claimed to be treated as a special group, there is consciousness about generational issues. Also, she said that leadership mattered in transformations and that it is hard to determine whether agencies are successful because metrics could stand to be improved.

Ashwin Lalendran

Ashwin is an aerospace engineering undergraduate at the University of Michigan in the class of 2009. He interned at NASA in the summer of 2008 at NASA's Ames Research Center in California. He currently is working on a research project on-campus with the Air Force Research Laboratory (AFRL).

With recruiting, it seems to him that with NASA and AFRL their angle is to develop relationships with faculty members who are principal investigators of a NASA research grant. Then, those faculty members make recommendations for hires. That's how Ashwin was hired. The passion of the recruit becomes apparent, and professors make recommendations based on

who they think can have project success. And those faculty members want to help because they receive a grant; it's a give and take process.

Similarly, the AFRL uses competitions to solve engineering problems. It costs them about $20,000 which is a drop in the bucket for their budget, in his opinion. There's the potential to recruit people and it is an educational program which develops talent in the pipeline. As a student, he likes this sort of program it because it puts him in contact with senior people and he finds that interaction meaningful.

Ashwin has also had problems with the recruitment process, however. For example, he had to wait for a security clearance even when he was already on-site at Ames, for two weeks. Once HR gets to you, however, you're their only customer, he said. The position he had was not defined very clearly, but thankfully they did "create a position" for him. In his opinion, NASA gets talent and fills in the holes that they have.

"Government is a very small community," he said. At least in the defense sector, people seem to know everyone. There's a close knittedness and they have "a genuine interest in investing in people" and the programs to back it up. One example of a program was NASA Academy, which is a leadership development program. Ashwin was sent to two conferences during his internship. These are more examples that NASA cares about the people who share their passion.

Housing was provided on site during his internship, and NASA picked him and the other interns up at the airport. There were different programs at Ames with about 200 interns in total, and the facility is very research oriented. During the year, they use the dormitory style housing for visitors. There were interns in different programs during the internship such as NASA Academy, Women in Engineering and ROTC.

The job itself was open-ended– with flexible hours. There wasn't any "you have to stick to this schedule". The job also provided access to cool technologies. Moreover, there were opportunities to succeed and Ashwin was treated just like any other person there. The peers and supervisors were flexible and empowering. Not to mention that the people there were very smart—intellectual accomplishment is held at a premium there, so it was a great opportunity to learn, especially because the mentality was, if you want to get better, we'll help you get better. All of these were attributes of the job that Ashwin valued tremendously.

Ashwin noted that at NASA they struggle because they want to make the mission more relevant to the public and to NASA employees, because NASA's mission does not inspire young people like the space race did in the 1960's. But, their community is a university, research-park type community with cool facilities—that environment seemed to inspire Ashwin.

When asked if he'd consider working there again, Ashwin gave a resounding yes in response. This was because even at the entry-level he wasn't treated like a number and NASA was willing to invest in you, even spend money on you as an intern. There was also access to technology and meaningful engineering projects; you start your career there with sound engineering fundamentals.

There were some deterrents to wanting to work at NASA again, however. First, the security clearance process was slow. Also, the process of application was one that required the applicant to take serious initiative. The culture was also a bit like government, execution wasn't necessarily a valued concept and there was too much "bullshit paperwork".

Overall, Ashwin really valued the meaningfulness of the work he received and that NASA invested in him, even as an intern. However, he was turned off by the lack of communication he received before he started his internship, that his security clearance was

delayed and that the culture of government could be frustrating. Now, I will outline a case about the Department of State.

Case #2 – Department of State

The Department's Unique Challenges

At the State Department, there are several factors to consider which make the agency's circumstances unique. To begin with, the State Department workforce is formally divided into two workforces, the Civil Service and the Foreign Service. This reality complicates the understanding of human capital at the State Department for observers and probably for officials at the Department as well. Recruiting must also be a challenge, not only because there are two workforces but because understanding the duties and lifestyle of a Foreign Service officer is not easy, and then it must be contrasted to the work of a Civil Service officer. Managers at the State Department must try to manage both types of workforces, many times within the same office.

Further complexity occurs because of the circumstances external to HR policies that affect the State Department's work. First, the State Department—one of the three initial cabinet departments—has many political nuances and is a high profile agency where foreign policy is the aspect of the Department's work which garners attention—and is very scrutinized—in mass media the media and in public debate, rather than the management of the agency.

Also problematic are the demands that policy makers make on the human resources of the State Department. The need for diplomatic readiness has increased in the past decade because of the wars in Iraq and Afghanistan. There is flux at the Department because of changing global diplomatic priorities. These facts are not caused or controlled by human capital managers at the Department and cannot be changed.

Some of the biggest challenges facing the State Department exist because of the State Department's global presence. In particular, the Department has struggled in meeting staffing requirements for Foreign Service Officers (FSOs) at posts across the world. An ongoing problem since the early 2000's, the State Department has tried to act to address these staffing problems. Recruiting and onboarding FSOs is particularly difficult because the FSO hiring process is more comprehensive and rigorous than the process for Civil Service hiring.

In addition to lacking the adequate number of FSOs across the board, there is also a staffing gap among mid-career FSOs. The pipeline for talent in the Foreign Service corps is a straight pipeline with no mid-career hires—someone starts at the entry level and works their way up. In the 1990's there was a reduction in Foreign Service hiring so there is a currently a shortfall of mid-career FSOs. This staffing gap is causing junior level FSOs to complete the duties that would generally be assigned to a more experienced Officer. Out of necessity, junior Officers are doing jobs which are literally out of their pay grade.

Another issue affecting human capital at the Department is former Secretary Rice's call to Transformational Diplomacy and the Global Diplomatic Repositioning initiative. Transformational Diplomacy aims to take diplomacy out from the traditional embassy setting to help partners around the globe create sustainable democratic systems or to help foreign citizens improve their own lives. The Global Diplomatic Repositioning is an effort to redeploy staff from places with declining diplomatic importance, like Western Europe, to the most mission-critical parts of the world (Department Of State, 2007). Both these initiatives take effort and resources and present human capital challenges, especially amidst a Foreign Service corps that is tightly staffed and lacks bench strength.

Recruitment/Onboarding

One of the recent efforts to combat this problem was the Diplomatic Readiness Initiative (DRI), launched by then Secretary Powell in 2002. The DRI intended to make up for staffing gaps, provide training opportunities, increase the department's ability to respond to emerging crises and priorities and increase the diversity of the Foreign Service corps. Since 2002, the department has hired 1000 new staff members above attrition and has worked to increase the number of candidates from diverse backgrounds. However, the Department's original estimate of staffing needs quickly became outdated because of increased staffing commitments in Iraq and Afghanistan. According to the Department and as reported in GAO reports, State needs over 1,000 new hires to meet its foreign language training needs and to respond to other emerging priorities.

Since the DRI began the number of hardship posts—posts that are more uncomfortable or dangerous—haves increased in the Foreign Service. The Department has had difficulty filling these posts, especially because most of them filled on a voluntary basis. They have begun to try tying promotions into the Senior Foreign Service—the Foreign Service's closest analog to the Senior Executive Service—more closely to serving at a hardship post or giving assignments involuntarily (Office of the Inspector General, 2007).

Amidst the staffing issues and realignments, the State Department undertook a major initiative to change the application procedure for becoming a FSO. The new system takes a holistic "total candidate" approach and substitutes the initial paper-based exam for a computer-based test. The initiative was meant to modernize the process for vetting candidates while also shortening the time-to-hire from 14 months to 7 months (Office of the Inspector General, 2007). In a July 2008 congressional testimony, the Director General of the Foreign Service Amb. Harry K. Thomas said that over 8000 applicants had taken the test since it was introduced in September

2007 (Oversight of Government Management, the Federal Workforce, and the District of Columbia Subcommittee of the Senate and Homeland Security and Governmental Affairs Committee, 2007).

One program, the Career Entry Program has grown rapidly within the Department. The program is a two-year development program consisting of training, mentorship and rotational assignments (Office of the Inspector General, 2007). The program is a manifestation of the Federal Career Intern Program which allows for a two-year internship with the potential for a permanent placement at the completion of the program (Office of Personnel Management).

Another program that the Department of State executes well is the Presidential Management Fellows program. The program is a two-year fellowship program that candidates apply for during their final year of graduate school. Finalists of the fellowship program apply to specific agencies for a final placement. The Department of State has more interest from potential Fellows than almost any other agency. In addition to the Presidential Management Fellowship, the Department also boasts other fellowships to accelerate intake of more candidates such as the Pickering and Rangel Fellows programs (Office of the Inspector General, 2007).

Retention/Culture/Leadership

The Department has had difficulty with HR staffing, morale and acquiring resources. In the Inspector General's report, it was noted that more trained professionals were needed to provide HR services adequately and effectively (Office of the Inspector General, 2007). Also, morale was noted as low in the Department. In a congressional hearing, Amb. Ronald Neumann President of the American Academy of Diplomacy suggested that "we're talking about an institutional culture that we have to have a—probably a series of secretaries, a series of leaders who demonstrate by their own action that they are fighting for their people, they are fighting for

their budget, and they are fighting for their welfare" was something that could boost morale at the Department.

However, the stronger theme—as opposed to low morale—was a lack of resources. The Department, to reach its human capital goals would simply need more resources and has requested the necessary appropriations from Congress (Oversight of Government Management, the Federal Workforce, and the District of Columbia Subcommittee of the Senate and Homeland Security and Governmental Affairs Committee, 2007).

HR/Recruitment Communication

A major initiative of the Bureau of Human Resources comes specifically from the Student Programs branch of the bureau. The branch developed a new careers website to try to aggressively recruit more people to join the Department. The site provides information about all opportunities at the Department of State as well as tools to help applicants decipher which opportunities fit them best. The website also provides a link to a recruiting calendar for events near them[6].

Central HR also has a substantial recruiting presence on behalf of the Department. A team of recruiters attends job fairs and professional events around the country to recruit for the Department. The recruitment team also involves over 15 Foreign Service officers called Diplomats-in-Residence. These Diplomats have tours of duty at college campuses around the country and serve as liaisons for the Department directly among student populations. The Department also has a large internship program; in congressional testimony Amb. Thomas stated that they would begin tracking interns as potential civil service or Foreign Service candidates (Oversight of Government Management, the Federal Workforce, and the District of Columbia

---

[6] See Figure 5 for a screenshot of the careers.state.gov homepage

Subcommittee of the Senate and Homeland Security and Governmental Affairs Committee, 2007).

Training and Development

On the civil service side, there have also been challenges and transformations. One such effort has been the assignment of Civil Service personnel for temporary assignments overseas, to help fill hardship posts in places like Iraq or Afghanistan. Another new program for civil service employees is a mid-level rotational program to enhance the development of civil service employees. The Department also has a division called the Foreign Service Institute to train its employees.

I interviewed four people affiliated with the Department of State. Tamara Brooks is the first interview; she is the Chief of the Student Programs branch in the Bureau of Human Resources at the Department. Student employment programs, including the Department's internship program, fall under her supervision. I also spoke with Adrienne O'Neal, a Foreign Service Officer on a tour of duty as a Diplomat-in-Residence at the University of Michigan. Finally, I spoke with Samuel Kleiner and Jessica Clayton, two undergraduates who interned with the Department in the summer of 2007.

Tamara Brooks

Prior to the departure of Secretary Rice, there were two new fellowship programs being developed at the Department of State. One of those programs focused around an attempt to develop a relationship with schools that the Department didn't already have a relationship with. This fellowship program seeks students in good academic standing looking to enter graduate schools. The creation of this program was initiated by Secretary Rice and overseen by the Director General. Another program, dubbed the Distinguished Intern Program, has no set

number of schools, but candidates must be recommended by an ambassador or Diplomat-in-Residence. There are opportunities domestically and overseas.

One of the challenges that Ms. Brooks faces is with recruiting Foreign Service candidates. First, it is hard to narrow down the pool to those who are serious candidates. Second, once the pool is narrowed it is a challenge to get those candidates to A100—the first training course for new Foreign Service Officers. It's a challenge to keep them interested and engaged with the Department because of the time between extending an offer and onboarding the candidate.

Streamlining the application process for Foreign Service applicants has also been a challenge, especially driving down the time between application and a decision. The redevelopment of the Foreign Service Officer Test has been helpful in this area. This challenge is especially important because the Department just received word from Congress that they will be able to double the number of Foreign Service Officers.

Government-wide, Brooks thinks that agencies could better express the nature of Government work and that such explanation is needed. State has been successful, she said, because the work is engaging and thusly students are able to be retained. Programs like the fellowship program need to be created and/or promoted because Gen Y has the skills to do the work. But, their imagination has to be captured first.

The Department has done well recruiting Gen Y candidates, using its internship program. There were a record-breaking 7300 applicants for the summer 2009 internship programs. What Brooks said she needed is more idea how the various initiatives and programs she oversees are working. Also, more idea on what students' experiences were like would also be helpful.

Getting better answers to the question: "Is what we're doing, working?" is important to her efforts.

Ms. Brooks outlined several initiatives that the Department is doing to better recruit Gen Y employees, including the creation of more fellowship programs and the updated Foreign Service Officer Test and application procedure. She needs additional feedback, however, to better ascertain if the efforts of her team are effective.

Adrienne O'Neal

As a Diplomat-in-Residence Ms. O'Neal takes appointments, makes presentations and tries to communicate with and recruit for the Department in the surrounding community she is in. Unlike some other DIRs across the country, she is considered a member of the faculty, which is in her opinion quite advantageous.

"A strong sense of responsibility to public service" is what draws people to the State Department, in her opinion. Young people see a role for themselves in public service. It's also become easier for the Department to recruit because more students these days have traveled abroad and have a broader consciousness of other cultures. Parents aren't often in favor of a Foreign Service career, but now students are extremely globalized which helps the Department's recruitment efforts.

The aspect of the job that students most often want to know about is family life. They want to know about marriage and what happens when you're a Foreign Service officer. "Money has to be a secondary concern for a public service candidate…and it is". It's not easy to go into the profession, and most people are looking for a fit. Another aspect of what students are looking for is prestige. Young people misguidedly believe that they will make policy in their first assignment. Rather, they will be implementing policy, if they are involved with policy at

all. In her opinion, Gen Y wants participation and recognition and there is a drive to do something that matters.

In communicating with students "the website is never enough". Students want to ask someone clarifying questions about something they saw on the website. This is especially true in the case of the Foreign Service because conveying the complexities of a Foreign Service career is difficult in the first place. There has also been a push towards using services like facebook or chat rooms, but there is a tension for Boomers to use technology. In her opinion, the best way to connect with a Gen Y recruit is to give the person many opportunities to interact and follow-up with the candidate more personally.

In regards to the Civil Service, Ms. O'Neal doesn't receive much response about that as a DIR. Since Civil Service recruiting is done mostly through the web she isn't as sought after a resource as she is for the Foreign Service. Also, since she is a Foreign Service Officer, she feels she can't speak as well about Civil Service careers. She also commented however, that hiring from the intern pool for the Civil Service is a popular practice at the Department. This is because people want to hire someone they know and because security clearances are unpredictable, it is a safer and simpler choice to hire someone who already has a clearance.

The aspects of recruiting that Ms. O'Neal would like to improve upon center around relationships. First she said that she wishes she had more help to access student organizations. More specifically, she thought that better relationships with faculty and faculty support would lead to better access to students. In general, any advocates would be helpful because they provide access to students. The general dissemination of information is also a challenge, but bluntly spreading information about the Foreign Service is also problematic because that makes the Department more likely to attract people who don't have qualifications.

To summarize, Ms. O'Neal confirmed the issues that Gen Y value most in work, impact and work-life balance. Also, she noted that a good website is not enough but that adding a personal touch is also important when working with Gen Y. She emphasized the need to create relationships through recruiting.

Samuel Kleiner

Sam applied to work at the Department because he had heard about State from a relative and wanted to explore his interest in foreign affairs and expand his understanding of the field through experiential learning. He wanted to understand what it was like inside the building and what the culture of the institution was like. He wanted to see the institution itself function.

He noted that communication throughout the recruitment process was disorganized. He wasn't communicated with for months after his initial offer. What might have made it more unclear was that there was no point person that he could talk to through HR and security clearance processes. However, once he was able to speak to someone in his office he said that she was very helpful.

What also would've been helpful was to get a better understanding of the internship so he could hit the ground running on day one. Speaking to a former intern from the office would be nice, he said. But even a booklet explaining the internship, the office or the Department would be helpful even if that only allowed him to be familiar with Department of State lingo from his first day.   The expectations of the internship were unclear, in his opinion, and the onboarding process could be better. There was a security briefing which jokingly equated to saying "don't sexually harass people and don't tell secrets to the Russians". Other than the security briefing, he explained that little else was done to acquaint him to his office.

There were elements of the internship that Sam found educational. The work he did was substantive because the staff in his office was "barebones" and he did have a good relationship

with his supervisor. He also enjoyed the extra-curricular internship activities sponsored by the Department—like tours of other agencies or a speaker series—because it gave him exposure to other parts of the Department or of government at-large.

But it wasn't always clear how the organization as a whole functioned or how his work played into that. Sam also emphasized the importance of mentorship to him. Especially if you aren't getting paid, he said, mentorship is something of value that he would have enjoyed more of, even if it was something like going out to lunch with a Foreign Service Officer a few times during his internship. He was also surprised that he received little follow up from the Department after completing his internship.

Overall, Sam really enjoyed having "cool", meaningful projects to work on that he could see his contribution to. He also valued the ability to form relationships with other interns at the Department and understand the Department's culture. But, the lack of initial communication and follow up after his internships were turn-offs.

Jessica Clayton

Jessica heard about working at the Department of State from a high school teacher. What she remembers about the recruitment/application process isn't pleasant. She remembers a long and tedious first round application which took a long time to complete. Also, other than getting an acceptance letter, her only other interaction with the Department prior to beginning her internship was her security clearance interview. Furthermore, even though she hadn't received word that her security clearance was processed, she moved to Washington D.C. in advance of the commencement of her internship. After arriving in Washington, she called several offices to eventually figure out that her clearance was approved, but it was frustrating that the office responsible for security clearance had forgotten to call and notify her in the first place.

She liked the person that she worked directly under, especially because that person really invested in her as an intern by helping her through her work and encouraging her to explore and learn. At times her job duties were undesirable because she ended up doing some of the quintessential intern duties like making coffee. She said she wasn't able to get a great grasp of what she would be doing if she were hired full time as a result. Like Sam, she enjoyed the intern activities and would expand them.

While she was at the Department, she noticed that the people there were committed, and were committed for the right reasons. Diplomats were not as arrogant or distant than she expected them to be and she was pleasantly surprised by that. However, she was surprised by the influence of the institution on how work is assigned and completed. She is very interested in working for government or in public service—her interest is international development—but would like to be a little bit more responsible for helping create the plan rather than mostly just implementing it.

Overall, Jessica had problems with the hiring and onboarding processes but she was pleasantly surprised by the people working for the Department. She is interested in working for government but was jarred by the culture of the institution and was not able to completely understand what her job might be if she started working full-time at the Department because her internship had the quintessential intern duties.

Analysis of Trend Data[7]

To get a sense of the effects of human capital transformations on the Generation Y workforce, I collected a sample of two sets of trend data from OPM: the Central Personnel Data File (CPDF) and the Federal Human Capital Survey. I collected data on employment levels,

---

[7] A complete set of tables and charts of the data can be found in Appendix B – Data Tables and Charts

accessions and separations from each agency and government at-large. I also made a few calculations such as voluntary separation, attrition and hires above attrition. I collected these measures to understand the effects of transformation on the Generation Y workforce. For example, I wanted to know if hiring of Gen Y was increasing since 2001 and if attrition rates of Gen Y age groups increased, decreased or were stable.

From the FHCS I identified a few questions that were highly correlated to job-satisfaction, according to the report containing a summary of the data. I pulled the results from these questions for NASA the State Department and the Under-30 age group. I present the data in this way—to understand job-satisfaction—because of the ties between job-satisfaction and employee retention.

Data from OPM's Central Personnel Data File

Since 1998, levels of full-time permanent employees have been rising government-wide. However, the increases have not been uniform[8]. Totals of junior and senior level workers have risen whereas the number of mid-level workers has fallen. Government wide, the 25-29 year age bracket has grown the most since 2001 with an 85.67% increase. Other Gen Y groups have also seen increases since 2001. Conversely, since 1998 the amount of people aged 60-64 or 65 and older have each grown by over 90%. Government is now saddled with one large group of aged workers and a rising number of young professionals. That the amount of employees in younger and older age brackets is rising confirms the notion of an aging government workforce and demonstrates that recruiting Generation Y is probably an issue of which federal human capital officials are aware.

---

[8] See Figure 7

The Department of State shows similar trends, but the Department has grown by a larger percentage since 1998 and has also seen much larger percentage growth in its Gen Y age groups than government at large; over 150% increases since 1998 for both the 20-24 and 25-29 year age groups[9]. Indeed, the number of employees in every age group has increased at the Department of State, albeit not as much as the Gen Y age groups. NASA challenges this trend. The agency has seen a decrease of 6.10% in full-time permanent employees since 1998. Additionally, all age ranges below the age of 44 have decreased except the 25-29 age group which has increased .85% since 1998 and 37.96% since 2001[10]. These figures demonstrate that the State Department and NASA have had varying success or priority in recruiting and retaining Gen Y workers.

Accessions have been on an upward trend at the State Department and government-wide[11]. Moreover, the 25-29 year age group has had the most total accessions at State and in Government since 2001. The 20-24 year age group and the 30-34 age groups have also seen large percentage gains and overall gains. So, accessions are up in government and at the State Department and the Gen Y age groups have been some of the groups that have been seeing the largest increases.

NASA is quite the opposite[12]. Every age group at NASA has seen decreases in the amount of total accessions. At NASA the less than 20, 20-24 and 25-29 year age groups have seen a drop in accessions of 48.78%, 33.61% and 23.08% respectively since 2001. On its face, it seems like NASA could be suffering a drop in accessions, but these numbers could reflect an increased reliance on term-appointment or other non-permanent hires. Given NASA's reliance

---

[9] See Figure 8
[10] See Figure 9
[11] See Figure 10 and Figure 11
[12] See Figure 12

on term appointments, it is difficult to decipher the true impact of NASA's programs to hire new workers.

The new hires made at the Department of State, NASA and Government-wide trend towards excepted service appointments, especially among new Gen Y hires[13]. At the Department of State approximately 20% of new hires were competitive service appointments in 2008, at NASA less than 10% of new full-time permanent hires were competitive service appointments. This suggests that the Department and NASA are increasing use of hiring flexibilities and authorities that were once unavailable or underutilized to hire Gen Y workers.

Overall, voluntary separations have increased at the Department of State and government-wide, but these trends are more irregular than trends of total employment levels or number of accessions[14]. In addition to the general increase in separations, separations have also increased among most of the Gen Y groups at the Department of State and Government wide. Of course, retirements are a large portion of voluntary separations for employees in the higher age brackets. At NASA voluntary separations have decreased for all age brackets from 20-49 years except the 25-29 year age group.

Attrition, calculated by dividing voluntary separations by total employees, has decreased government-wide in every age group below the 55-59 year age group[15]. The increase in attrition for employees older than 55 is probably because of retirement. Mid-career workers have the lowest rates of attrition; the rates of attrition for Gen Y groups are slightly higher. Among Gen Y groups, the 25-29 year age group has the lowest rate of attrition. The Department of State had attrition levels of Gen Y age groups which stayed near the government average—between 10%

---

[13] See Figure 13, Figure 14 and Figure 15
[14] See Figure 19 and Figure 20
[15] See Figure 22

and 15%, but NASA's rates of attrition were higher[16]. This could be because NASA has employees who tend to leave for graduate education or are hired away by other firms.

The data about voluntary separations suggest that many retention programs have not been created, the effects of retention programs have not started to become visible or that the retention programs that have been created are ineffective. This is because levels of voluntary separations have not generally decreased and neither have levels of attrition. Furthermore, the Gen Y groups have higher rates of attrition than the other age groups. It is difficult to draw strong conclusions from this data, because they cannot be compared to levels of attrition over a longer period of time.

Lastly, I calculated hires above attrition—which I also call net accessions—by subtracting separations from accessions for each age group in each year[17]. I also totaled the net accessions for each age group to have a total hires above attrition line graph. The Department of State and government at-large both had high rates of net accessions in the early 2000's followed by a lull in net accessions in the middle of the decade with resurgence in hires above attrition during the past two years. For all three groups—the Department, NASA and Government wide—Gen Y groups tended to be on the higher side of net accessions.

NASA slid in net accessions since 2001 with a monumental fall in net accessions from 2004 to 2005. Hires above attrition have risen since 2005 but have not broken into the positive. Hires above attrition have been largest for the 20-24 year age group at NASA.

The hires above attrition data suggest a few things about Gen Y in the federal workforce. First, the numbers of hires above attrition vary for NASA, the Department of State and government-at large, showing that the agencies have had differing success with the recruitment

---

[16] See Figure 23 and Figure 24
[17] See Figure 25, Figure 26 and Figure 27

and retention of Gen Y workers. Also, that hires above attrition for Gen Y are higher relative to other age groups might indicate that some of the programs to increase recruitment and retention of Gen Y are having effects. Finally, the Department of State and government at-large have shown slight increases in hires above attrition for Gen Y workers. However, it is difficult to make a strong observation from this data because of the irregular behavior of the trends.

Even though the CPDF does give some indication about the effects of human capital transformations on the workforce, the interpretation of the data is also problematic. There is no way to tell exactly how agencies operate and how those operations are reflected in the data. For example, because NASA has relied on term appointments—which would not be reflected in a dataset of only full-time permanent employees—and Foreign Service employment data is not reported in the CPDF makes it difficult to say exactly what the data means.

Data from OPM's Federal Human Capital Survey

To get a better sense of job satisfaction at the Department of State and NASA, I extracted agency breakouts of data from the 2008 Federal Human Capital Survey. I also took information that was separated by age for employees aged 30 and younger. Unfortunately, data was not available filtered by both agency and age.

To select questions to evaluate from the 74 question survey, I looked to the job satisfaction index described in the 2008 summary report published by the Office of Personnel Management. The job satisfaction index included 7 questions, 5 of which were marked as being the strongest drivers of job satisfaction. These questions were: "My work gives me a feeling of personal accomplishment", "I like the kind of work I do", "How satisfied are you with your opportunity to get a better job in your organization?", "How satisfied are you with your involvement in decisions that affect your work?" and "Considering everything, how satisfied are

you with your pay?" Respondents answered on a 5-level likert item as to whether they agreed with the statement or were satisfied, depending on the format of the question (Office of Personnel Management, 2008).

Since 2004, all three groups—The Department of State, NASA and the Under-30 cohort—saw an increase in the feeling of personal accomplishment in their work. Compared to the average for employees aged 30 or lower, the Department of State and NASA had higher levels of personal accomplishment. The trends were similar for the question "I like the kind of work I do".

There was slightly more stratification between responses in the ""How satisfied are you with your opportunity to get a better job in your organization?"and "How satisfied are you with your involvement in decisions that affect your work?" questions. NASA had the highest ratings, followed by State and the under-30 cohort. However, unlike the question about personal accomplishment and liking the kind of work done, the separation between NASA, State and the under-30 cohort was slightly larger.

Finally, with regard to pay, NASA had higher satisfaction. On this measure, the State Department and the under-30 cohort had similar figures. Satisfaction with pay at NASA exceeds that of the other two groups.

To summarize, NASA and State had higher ratings on the items in the job-satisfaction index than the average for the under-30 cohort. Moreover, NASA had higher ratings than the Department of State in some categories. This could be because of NASA's pay, emphasis on development or because they might be better at showing employees how their work connects to the mission of the organization.

Of course, because the data I was able to collect were aggregate data, I could not establish whether the ratings were statistically significant. I only present these observations as rough indicators about job-satisfaction at the Department of State, NASA and the under-30 cohort, which indicate that job-satisfaction is higher at the Department of State and NASA than it is for the under-30 cohort across government, but data was not available to compare these results to the under-30 cohort within NASA and the State Department.

Discussion

From the data, I will try to cull out insights and make meaning of the information available. First, I will try to make some remarks about research methods. I will follow with what the data might mean for the recruitment and retention of Generation Y and finish with some general observations about federal human capital.

Research Methods

What is problematic about my approach is how non-systematic a way my interview subjects were selected. I would have liked to avoid this and have a more rigorous method for selecting people to interview. However, this was impossible. First, the organizational structure of each agency I tried to target—the Office of Personnel Management, the Department of State and NASA—is different, preventing me from interviewing people in each agency with the same job description. Second, not being a government insider, I depended on a small network of people to introduce me to potential interviewees. Moreover, many government officials may not be willing to take the time to answer the questions of an undergraduate writing a senior thesis; they are busy and probably have higher priorities. Beyond the people I completed interviews with, I contacted several others but was unable to schedule an interview.

Another problem is interview bias. For the most part—the former agency interns I profiled could be an exception—the people I interviewed could have had a professional stake in the responses they were giving. They have a disincentive to share information that paints their agency in a negative light because they may want the agency to receive positive attention, and they may feel uncomfortable being seen as a critic of their agency. This could be the case even though I was not pressuring the official to answer any particular question or asking questions to elicit sensitive information. Even though this was a possibility, I tried to accommodate for this effect by interview multiple people from each agency and reading third-party accounts of agency activities.

Finally, I would have liked to interview more people from each agency to confirm the responses I received further. I acknowledge that the subjects are not a representative sample or perfect representatives of their group. However, they do have something to add to the conversation about federal human capital and my research was more thorough by interviewing them.

Generation Y insights

I will now move to a discussion about the Gen Y relevant conclusions about the data I found. I have followed the same format as the archival sections of my case studies to break down the results into several areas of human capital. I will end by gleaning some government-wide insights.

Recruitment/Onboarding

Transformations in recruitment are the most pursued type of human capital transformation, as indicated by the archival and personnel data. There have been several recruitment-oriented programs at each agency, such as internship programs, fellowship programs

and Gen Y relevant recruitment communications. The Diplomat-in-Residence program at the Department of State and NASA's recruiting partnerships with Principal Investigators at universities also received high remarks. In addition, legislative changes have mostly influenced the recruitment area of federal human capital; recruitment bonuses, hiring flexibilities, loan repayments etc. are more closely related to recruitment than retention.

Both agencies have programs that recruit young workers, but each agency has had varying successes in their ability to make Gen Y hires. The State Department has had favorable trends in accessions, for example. NASA has not, but it is unclear whether that is because NASA has begun to hire many of its new Gen Y candidates using term appointments or because NASA just has had not had increased success recruiting.

Recruitment transformations might be more common because recruitment is less subject to congressional interference and is easier for congress to refurbish than other parts of human capital than retention. Recruitment is strongly tied to agency mission and the communication of its mission, so perhaps agencies are able to improve recruitment without additional resources or flexibilities, as compared to retention initiatives. Agencies are leveraging a strength by bolstering recruitment activities because they have meaningful missions and organizational mission is an attractor for Generation Y workers, making it easier to increase performance in recruitment quickly.

Even though recruitment activities were increased at the agencies, onboarding and hiring were areas that were not as addressed. Interns from both agencies were critical of the lack of communication they had with HR professionals before they started their jobs and the problems they had when acquiring a security clearance. Also, the State department Interns made comments about how they were not onboarded well, an important step for Generation Y workers

because onboarding allows them to acquire a support network and communicate with office leaders; activities that Gen Y workers appreciate. The new Foreign Service Officer Test and the OPM 45 day hiring model are steps in the right direction for improving onboarding and hiring, but for Generation Y they probably are still not smooth enough processes.

Even though recruitment transformations are more emphasized than retention transformations, the agencies studied do not exhibit a recruitment approach which indicates the recruitment of Generation Y workers as an explicit objective. For example, with the exception of NASA's recruitment initiative, there was no material from any source that explicitly identified strategies to better recruit young workers or identified the recruitment of young workers expressly as an objective. The agencies have some programs that probably are most geared towards Generation Y and others that are at least incidental in helping to better recruit Generation Y workers. These programs suggest that Generation Y is not absent from the consciousness of human capital officials in government, at least, but they are not expressly a priority.

CPDF data supports this claim, because accessions of Generation Y workers have outpaced accessions of other age groups, but accessions of Gen Y groups follow the same general trends of accessions in the agencies overall. Also, government-wide employment totals have had visible increases in employment levels since 2001 and in net accessions since 2001. There are effects on the Gen Y workforce but not effects that are dramatically different from the trends of other age groups.

Retention/Culture/Leadership

Retention of Gen Y workers is not as emphasized as their recruitment. There are not as many programs or initiatives described that would aid the retention of Generation Y workers. Some of the examples of initiatives that might affect retention that were provided were training

and development, rotational or mentorship programs. Beyond employee development programs, however, there are some opportunities to give retention bonuses to specific types of employees.

Retention is a difficult issue to address because there are fewer bona fide types of initiatives for retaining employees other than pay, development programs and mentorship programs. Other than that, based on the interviews with former interns of the agencies, retention comes down to intangibles like office culture. Characteristics like the relationship with a supervisor, the ability to do meaningful work or the quality of leadership within the agency create that culture for Generation Y workers. So, perhaps because creating a culture cannot be reduced to only to the manipulation of policies and programs, retention is not as easily addressed. This is unfortunate because retention-oriented transformations that improve workplace culture would probably also serve as a recruitment tool for agencies.

Even though retention is not as directly addressed as recruitment by the agencies studied, retention was an issue identified as an area for improvement throughout my research. Agencies may need to devote time and resources to this issue, especially because the agencies might not have expert knowledge in crafting retention programs to Generation Y workers. Since Generation Y is different from the previous generation, creating programs to retain Gen Y—such as programs that increase work-life balance or provide opportunities to volunteer in the community—might be very different than creating programs to retain previous generations which changed careers less than is expected of Gen Y.

Of course, culture varies by agency. However, based on interviews and archival data, leadership plays a role in setting the tone for the agency's culture. People in leadership roles, whether it is a supervisor or an agency-head, are the stewards of the culture as well as the change-agents behind human capital transformations.

Retention of Generation Y workers does not seem as much a concern, also because recruitment comes before retention in the HR value chain. Moreover, retention is not as widely discussed in documents analyzing human capital government wide. Improving employee retention is also a more difficult affair because retention can require cultural change in an organization in addition to the creation of programs, systems or structures. For example, even if a training program is developed because better training would improve retention, if continuous employee development is not a value of the agency or organizations, employees will not utilize the program fully. The initiatives that could be considered to improve retention are ad-hoc because they are not integrated into larger human capital strategies, when compared to recruitment initiatves. No comprehensive, integrated, efforts to improve retention at agencies exist for Generation Y groups or other groups.

Overall, retention of Generation Y has not been tackled head-on, nor is it widely discussed across government. The CPDF data on attrition fits this claim. Attrition levels of Gen Y groups are erratic and higher than agency or government wide averages. Also, there has not been visible decline in attrition for any age groups at the agencies or across government. Also, if retention is tied to job-satisfaction, the FHCS data suggests that there are improvements to be made, especially in the areas of pay satisfaction and the involvement of employees in decisions made about their jobs.

HR/Recruitment Communication

Communication has been critical to the efforts of both agencies. First, the agencies try to communicate using their recruitment pages to reach out to potential recruits. Both agencies have updated their web materials which is especially important considering Generation Y's use of the web to find information about agencies and get information about the hiring process. Also, these websites were likely created with Generation Y in mind because there are elements

which would specifically appeal to Generation Y such as testimonials of internship experiences and an emphasis on the impact that the agency makes in society.

NASA is a good example of how to communicate with an agency's own employees about HR issues. The website was comprehensive and easy to navigate. This culture of transparency could be leading to better management by supervisors and increased engagement between HR officials and employees. This increased engagement could be one of the reasons that NASA tended to have higher job-satisfaction scores in the FHCS data.

Training and Development

Training and development was not emphasized in the data. There are some training programs but it does not seem like training and development has been a very high priority in human capital transformations, given my research. There have been some innovation or calls to action by GAO but overall, these programs have not been vigorously revisited. This could be because HR professionals would rather use time and resources to hire more staff than use resources to train and develop existing staff. Even though transformations to improve training and development were not emphasized relative to other types of transformations, the need for training and development was recognized by both agencies. For example, NASA has programs through its centers and the State Department has the Foreign Service Institute.

Conclusions on Gen Y

Very few initiatives, if any, are espoused to be expressly for recruiting and retaining Generation Y. There are several initiatives and mechanisms that are more geared towards Generation Y than they are towards other groups, such as targeting in recruitment with tools such as websites or on-campus recruitment mechanisms like Diplomats-in-Residence or NASA's use of Principal Investigators for referrals.

Recruitment of Generation Y is more addressed by initiatives at the agencies studied than is retention. For example, both agencies have student-oriented webpages and have mechanisms to directly recruit students. Both agencies have strong internship programs with a large amount of talent potentially recruited through an internship experience. Also, the most utilized flexibilities—hiring authorities—are more aligned with recruitment objectives than retention objectives.

There are several potential reasons why the recruitment and retention of Generation Y is not being directly addressed. First, Generation Y might not be a priority yet, because the group is only beginning to enter the workforce. Perhaps like the Department of State, agencies have larger human capital challenges to face like managing retirement, increased demands on human capital or knowledge management. Maybe the fear of causing conflict between generations in the workforce—due to favoritism—prevents one group from being prioritized over another. Another reason could be that because the necessary legislative mandate or flexibilities have not been enacted yet.

Government wide insights

Examining the cases also provides the opportunity to confirm some existing ideas about federal human capital:

- **Leadership Matters** – Distinguishing the two agencies, the role of leadership seems to be different. Leadership provides the laser-focus needed when swimming through human capital strategy development, garnering resources for a strategy and implementing a strategy. Sustained attentive leadership is a must because without strong leadership stewarding transformation, human capital falls by the wayside. NASA case demonstrates the positive influence strong leadership has on human capital transformation.

- **One size does not fit all** – The two agencies studied are in much different circumstances from each other and from government averages. Each has used the tools they have differently to try solving the challenges of their respective agencies. One size does not fit all.

- **Resources matter** – As shown at the Department of State, a strategy alone does not solve human capital problems. Whether it means tool kits, technology or money to hire staff, human capital challenges cannot be solved without sufficient resources because transforming human capital required time, effort, people and money. A lack of resources—though they are inevitably several other factors—has stifled the Department of State's ability to transform.

Organization theory is relevant when contextualizing the challenge of transforming government agencies. Two theories in particular, Neo-Institutional Theory and Population Ecology, resonate especially well when trying to explain the difficulties that government agencies face when trying to transform.

Neo-Institutional theory, which explains that the actions of organizations are determined by its institutional expectations, is helpful because it helps show why government agencies might be stifled by external factors when trying to transform themselves; they aspire to maintain resources and legitimacy so they live up to an expectation of mediocrity (Meyer & Rowan, 1977). Anecdotally speaking, many people have a critical, negative attitude towards government. People think of government as a system—that responds to challenges in a simple, mechanical way—instead of as an organization that should respond proactively to new, complex challenges. The public expects that government will be ineffective, and that government will act in a certain way. This expectation causes government to act in the way that it is expected to act and perform, instead of how it ideally should. In other words, the public's expectations prevent government from transforming itself because government is compelled to act as people expect it to and those expectations do not include transformation.

Population ecology, which claims that organizations change little and that they rise and fall as the result of Darwinian processes, also helps explain why government cannot transform itself. Population ecology, in its Darwinian processes, presumes that strong organizations

survive and others die (Hannan & Freeman, 1977). In government, because of legislation and politics, this Darwinian processes is hindered. Instead of relevance and performance dictating which organizations or units survive, Congress makes the determination. This causes significant lag in reorganizing Government agencies or their subcomponents or in reallocating resources between agencies or their subcomponents. Because the processes described in population ecology theory are not active and operational, it prevents government from transforming and reorganizing itself.

Integrating the work of Hannan & Freeman and Meyer & Rowan, with the ideas of Max Weber motivates additional questions. Perhaps government should radically reorganize itself—with the help of Congressional legislation—to be less like a bureaucracy and more like other modern forms of organization. With reorganization, perhaps the expectations of government will change. Weber's bureaucracy might be a dated form of organization and new organizational forms might emerge. Reimagining the organizational form of government, though challenging, could have benefits or could prevent current management issues from exacerbating.

The cases also raise broad questions about how federal human capital should be managed. For example, if sustained, attentive leadership is a must, should the top human capital official be a political appointee with a shelf life of 18-24 months, perhaps with limited knowledge of federal human capital? Should Congress try to pass specific human capital legislation or cede management authority to agencies if one size does not fit all? Would government jobs really become tools of political patronage if congress relaxed its oversight?

While observing an interview of a Chief Human Capital Officer in the summer of 2008, prior to beginning my research, I was struck by the response to a question asked by my supervisor to the CHCO. My supervisor asked a question along the lines of brain drain and what

the official was doing to prepare for it. The official responded, "I watch the spigot, not the drain".

Despite all the challenges, an opportunity to reinvent the federal workforce like the one at present is hard to recollect. Moreover, because of the new presidential administration, there could be a new energy around public service; government could become "cool" again, according to one interviewee. Regardless of whether human capital transformations have had effect on the recruitment and retention of Generation Y—or have had mixed results, as I have tried to demonstrate—any transformations are an opportunity for reinvention just as they are a challenge to overcome. We—whether we includes Congress, civil servants, political appointees, members of the non-profit community or the captivated public—should try to think about the difficult road ahead as an opportunity to enable significant human capital transformation; we should remember to watch the spigot and not the drain.

Bibliography

Alch, M. L. (2000, February). Get Read for the Net Generation. *Training & Development , 54* (2), p. 32.

Brooks, T. (2009, December 12). Chief, Student Programs Branch - US Department of State. (N. Tambe, Interviewer)

Buckley, R. M., Beu, D. S., Milorad, M. N., & Sigerstad, T. D. (2001, Spring). Managing Generation NeXt: Individual and Organizational Perspectives. *Review of Business* .

Bush, G. W. (2002). The President's Management Agenda. Office of Management and Budget.

CHCO Council. (n.d.). *CHCOC*. Retrieved February 22, 2009, from http://www.chcoc.gov/Documents/DisplayDocument.aspx?PublicDocID=5

Clayton, J. (2009, February 20). Former Department of State Intern. (N. Tambe, Interviewer)

Collins, D. E., & Tilson, E. R. (2001, Nov-Dec). A new generation on the horizon. (Teaching Techniques). *Radiologic Technology , 73* (2), p. 172.

Department Of State. (2007). *Strategic Plan: Fiscal Years 2007-2012.* Department Of State and United States Agency for International Development. Department of State.

French, J. (2006, September). Generation Y advice off base. *HRMagazine , 51 (9)* . Society for Human Resource Management.

Government Accountability Office. (2008). *NASA Workforce: Briefing on National Aeronautics and Space Administration's use of term appointments.* Government Accountability Office.

Government Accountability Office. (2005). *DOD's National Security Personnel System Faces Implementation Challenges.* Government Accountability Office.

Government Accountability Office. (2001). *High-Risk Series: An Update.* Government Publication, Washington D.C.

Government Accountability Office. (2003). *Major Management Challenges and Program Risks: National Aeronautics and Space Administration.* Government Accountability Office.

Government Accountability Office. (2007). *NASA: Progress Made on Strategic Human Capital Management, but Future Program Challenges Remain.* Government Accountability Office.

Government Accountability Office. (2006). *President's Management Agenda: Review of OMB's Improved Financial Performance Scorecard.* Government Accountability Office.

Government Accountability Office. (2007). *Staffing and Foreign Language Shortfalls Persist Despite Initiatives to Address Gaps.* Washington D.C.: Government Accountability Office.

Government Accountability Office. (2008). *Transforming Federal Recruiting and Hiring Efforts.* Government Accountability Office.

Government Accountability Office. (2008, May 8). *U.S. GAO - Human Capital: Transforming Federal Recruiting and Hiring Efforts:*. Retrieved March 6, 2009, from Government Accountability Office Website: http://www.gao.gov/products/GAO-08-762T

Hannan, M. T., & Freeman, J. (1977, March). The Population Ecology of Organizations. *The American Journal of Sociology* , pp. 929-964.

Hastings, R. R. (2008, January). Millenials expect a lot from leaders. *HRMagazine , 53* (1), p. 30.

James, K. C. (2003, December 16). *New Performance-Based Pay System for the Senior Executive Service - CPM 2003-19*. Retrieved February 22, 2009, from http://www.opm.gov/oca/compmemo/2003/2003-19.asp

Kehrli, S., & Sopp, T. (2006, May). Managing Generation Y: stop resisting and start embracing the challenged Generation Y brings to the workplace. *HRMagazine , 51* (5), p. 113.

Kleiner, S. (2009, February 20). Former Department of State Intern. (N. Tambe, Interviewer)

LaFave, C. (2008, February 1). The Ten-Minute Manager's Guide To...Hiriing (and Keeping) Gen Y. *Restaurants & Institutions , 118* (2), p. 22.

Lalendran, A. (2009, January 16). Former NASA Intern. (N. Tambe, Interviewer)

Meyer, J. W., & Rowan, B. (1977, September). Institutionalized Organizations: Formal Structure as Myth and Ceremony. *The American Journal of Sociology* , pp. 340-363.

National Aeronautics and Space Administration. (2009, February 23). *NASA - Home*. Retrieved February 23, 2009, from http://www.nasa.gov

National Aeronautics and Space Administration. (2008, December). *NASA 2008 Workforce Plan.* Retrieved February 22, 2009, from NASAPeople: http://nasapeople.nasa.gov/HCM/index_sbg.htm

National Aeronautics and Space Administration. (2008, December). *NASAPeople*. Retrieved February 22, 2009, from http://nasapeople.nasa.gov/default.htm

National Aeronautics and Space Administration. (2001). *National Recruitment Initiative.* NASA.

National Aeronautics and Space Administration. *Workforce Strategy.* NASA.

Office of Personnel Management. (n.d.). *Career Intern Program Information*. Retrieved February 24, 2009, from Office of Personnel Management website: http://www.opm.gov/careerintern/

Office of Personnel Management. (n.d.). *Federal Human Capital Survey - 2008*. Retrieved February 22, 2009, from U.S. Office of Personnel Management website: http://www.fhcs.opm.gov/2008/What/

Office of Personnel Management. (2008). *Federal Human Capital Survey 2008.* Washington D.C.: Office of Personnel Management.

Office of Personnel Management. (1998-2008, September). FedScope. *Central Personnel Data File* . (N. Tambe, Compiler)

Office of Personnel Management. (n.d.). *HCAAF Resource Center: A Practicioner's Guide.* Retrieved February 22, 2009, from Office of Personnel Management website: http://www.opm.gov/hcaaf_resource_center/6-2.asp

Office of Personnel Management. (n.d.). *Office of Personnel Management.* Retrieved February 22, 2009, from Office of Personnel Management website: http://www.opm.gov/strategiccomp/html/HISTORY1.asp

Office of Personnel Management. (n.d.). *OPM's Human Capital Framework*. Retrieved February 22, 2009, from http://apps.opm.gov/HumanCapital/tool/index.cfm

Office of the Inspector General. (2007). *Bureau of Human Resources.* Office of the Inspector General. Department of State.

Office of the Inspector General. (2007). *Bureau of Human Resources, Part II.* Department of State.

Oliver, R. W. (2000, January). 'My' Generation. *Management Review* , p. 12.

O'Neal, A. (2009, January 16). Diplomat-in-Residence - US Department of State. (N. Tambe, Interviewer)

Oversight of Government Management, the Federal Workforce and the District of Columbia Subcommittee, Senate Committee on Governmental Affairs. (2004, July 20). Building the 21st Century Workforce: Assessing Progress in Human Capital Management. Washington D.C.

Oversight of Government Management, the Federal Workforce and the District of Columbia Subcommittee, Senate Committee on Homeland Security and Government Affairs. (2005, April 21). Employing Federal Workforce Flexibilites: A Progress Report. Washington D.C.

Oversight of Government Management, the Federal Workforce, and the District of Columbia Subcommittee of the Senate and Homeland Security and Governmental Affairs Committee. (2007). *A Domestic Crisis With Global Implications: Reviewing the Human Capital Crisis at the State Department.* Washington D.C.

Partnership for Public Service & Universum USA. (2009). *Great Expectations: What Students Want in an Employer and How Federal Agencies Can Deliver It.* Partnership for Public Service.

Partnership for Public Service. (2006). *Back to School: Rethinking Federal Recruiting on College Campuses.* Washington D.C.: Partnership for Public Service.

Partnership for Public Service. (2008). *Issue Brief: Brain Drain 2008.* Washington D.C.: Partnership for Public Service.

Partnership for Public Service. (2007). *Making the Different: A Blueprint for Matching University Students with Federal Opportunities.* Washington D.C.: Partnership for Public Service.

Sanders, R. P. (2003, December 24). *New Performance-Based Pay System for the Senior Executive Service - CPM 2003-19*. Retrieved February 22, 2009, from Office of Personnel Management website: http://www.opm.gov/oca/compmemo/2003/2003-21.asp

Solheim, S. (2007, July 16). 7 Tips for Recruiting Generation Y. *VARbusiness* , *23* (14), p. 19.

Spence-Diamond, S. (2008, November 27). Human Capital Strategist, NASA Human Resources Management Division . (N. Tambe, Interviewer)

Subcommittee on Space and Aeronautics, Committee on Science, House of Representatives. (2006). *The NASA Workforce: Does NASA have the Right Strategy and Policies to Retain and Build the Workforce it Will Need?* . Congressional Testimony, Washington D.C.

Tulgan, B., & Martin, C. A. (2001). *Managing Generation Y: global citizens born in the late seventies and early eighties.* Human Resource Development Press.

Twenge, D. J. (2006). *Generation Me: Why Today's Young American Are More Confident, Assertive, Entitled--and More Miserable Than Ever Before*. New York, NY: Free Press.

US Office of Personnel Management. (n.d.). *Biography of an Ideal.* Retrieved February 22, 2009, from Office of Personnel Management Website: http://www.opm.gov/BiographyofAnIdeal/PUevents1977p01.htm

Weber, M. (1978). Bureaucracy. In *Economy And Society: An Outline of Interpretive Psychology.* Berkeley: University of California Press.

Yeaton, K. (2008, April). Recruiting and managing the 'why?' Generation: Gen Y. *The CPA Journal , 78* (4), p. 68.

Appendix A – Figures and Tables

Ames Research Center

Total civil service workforce	1,226
Civil service science and engineering workforce	720
Total contractor workforce	1,130

Projects: Small space craft, supercomputers, and thermal protection systems

Glenn Research Center

Total civil service workforce	1,678
Civil service science and engineering workforce	998
Total contractor workforce	1,353

Projects: Spaceflight systems, propulsion, and microgravity science

Goddard Space Flight Center

Total civil service workforce	3,321
Civil service science and engineering workforce	1,994
Total contractor workforce	4,838

Projects: Manages and uses a broad range of research platforms that hold scientific instruments to expand knowledge of the Earth and its environment, the solar system and the universe

Dryden Flight Research Center

Total civil service workforce	517
Civil service science and engineering workforce	250
Total contractor workforce	468

Projects: Atmospheric flight research and operations, and serves as the primary alternative landing site for the Space Shuttle and orbital support for the International Space Station

Langley Research Center

Total civil service workforce	1,948
Civil service science and engineering workforce	1,083
Total contractor workforce	1,459

Projects: Aeronautics research, focusing on improving military and civilian aircraft

Jet Propulsion Laboratory

Total contractor workforce	5,467

Projects: Satellites monitoring the solar system and the lands, oceans, and atmosphere of the planet

Kennedy Space Center

Total civil service workforce	2,158
Civil service science and engineering workforce	1,290
Total contractor workforce	10,381

Projects: Launch epicenter for the NASA's space program

Johnson Space Center

Total civil service workforce	3,476
Civil service science and engineering workforce	2,409
Total contractor workforce	12,645

Projects: Mission control operations for the Space Shuttle and the International Space Station

Stennis Space Center

Total civil service workforce	274
Civil service science and engineering workforce	165
Total contractor workforce	1,386

Projects: Rocket propulsion testing and engine testing for NASA's next generation of rockets for lunar and Mars exploration

Marshall Space Flight Center

Total civil service workforce	2,550
Civil service science and engineering workforce	1,755
Total contractor workforce	3,583

Projects: Space Shuttle propulsion and technologies, next generation of propulsion systems, oversees science and hardware development for the International Space Station

Figure 1 – Projects of NASA's Centers

Figure 2 - NASA.gov homepage
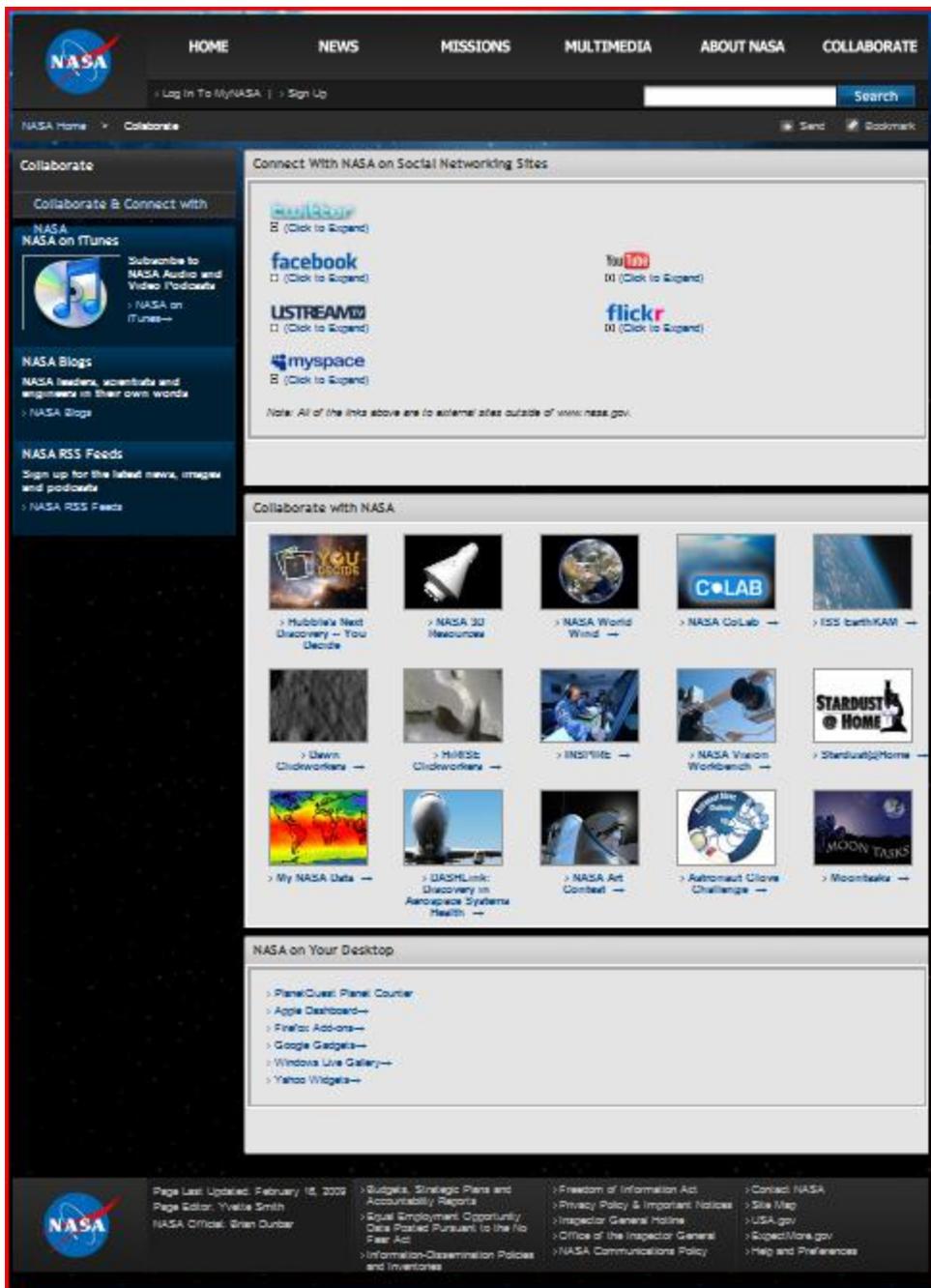
Figure 3 - NASA.gov "Multimedia" page
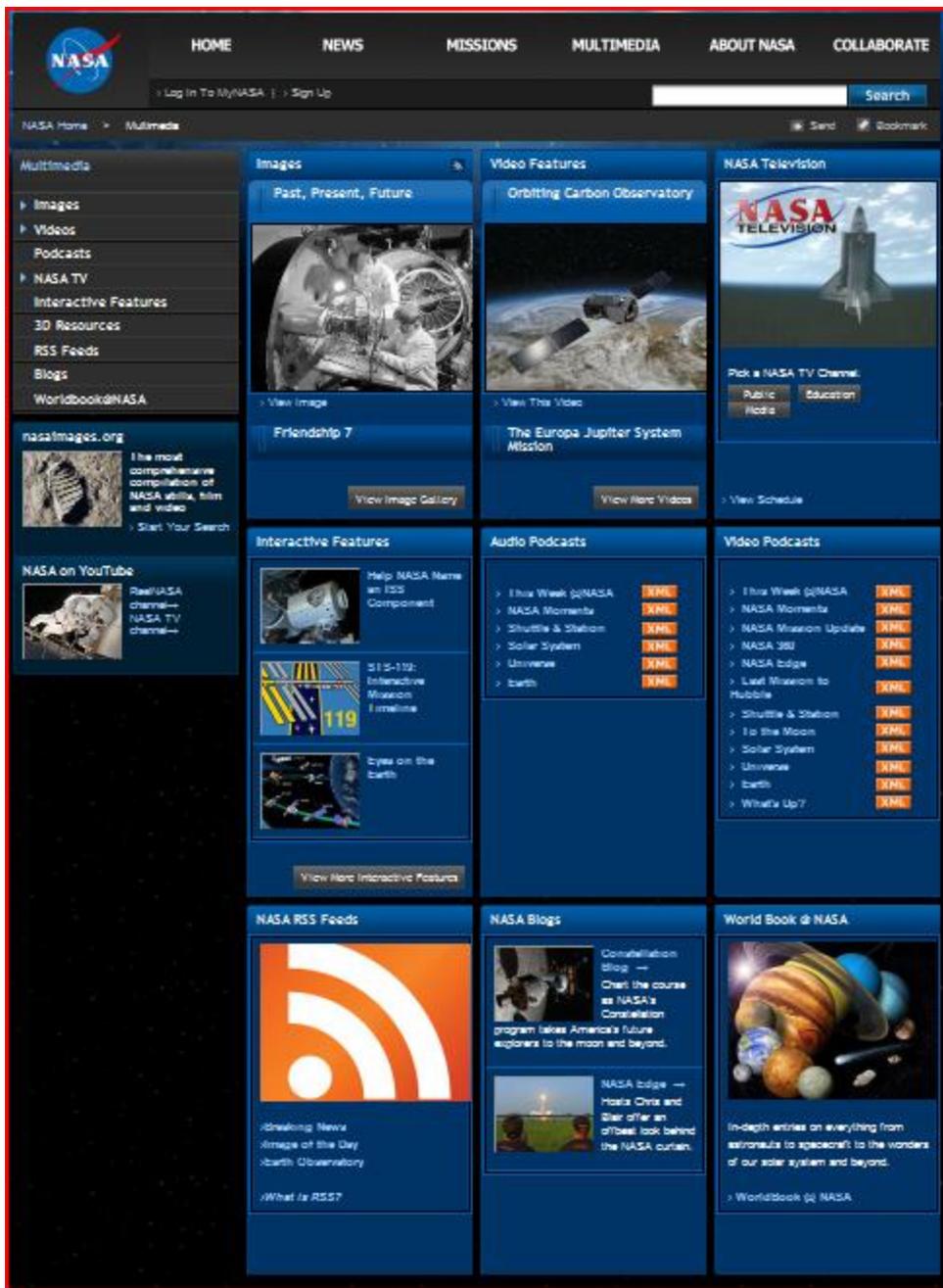
Figure 4 - NASA.gov "Missions" page
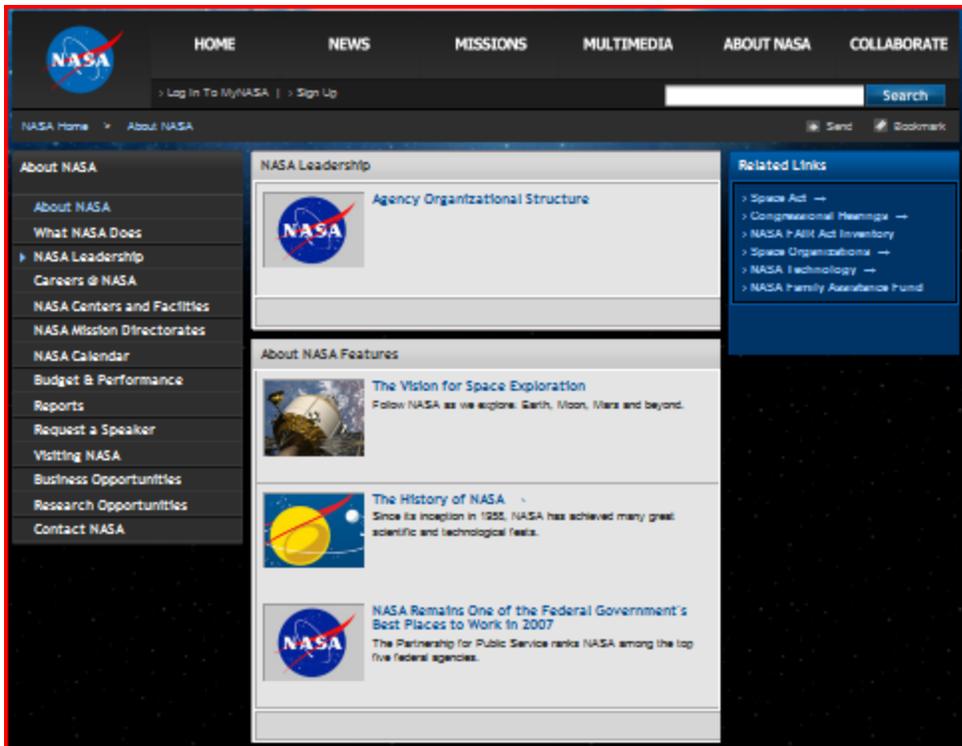
Figure 6 - NASA.gov "About NASA" page

Figure 5 – The Department of State's Careers webpage

Appendix B – Data Tables and Charts

Total Employees - Government Wide
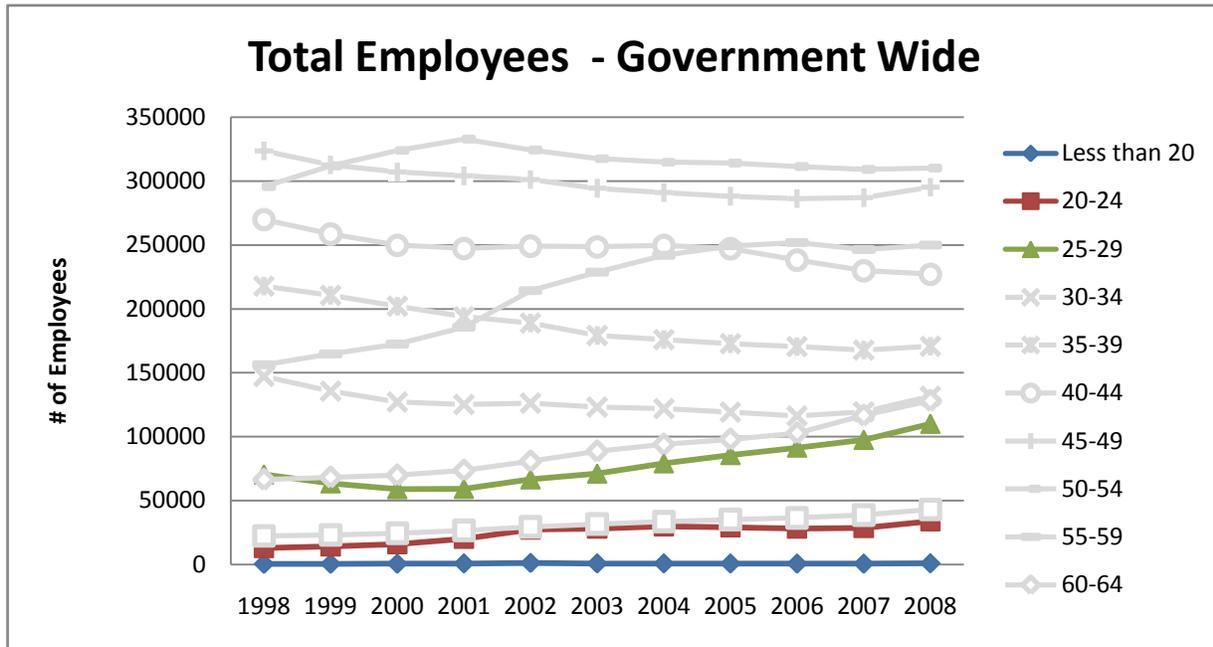
Figure 7 - Total Employees (Government Wide)

Total Employees -Government Wide

Age Groups	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	375	411	504	710	1114	719	720	649	593	531	779
20-24	12920	14059	15864	20128	27269	28039	29814	29131	28072	28623	33736
25-29	70473	63560	59009	59265	66663	71196	79214	85680	91465	97530	110038
30-34	146948	135523	127046	125064	126164	123084	121836	119025	116102	119346	131586
35-39	217789	210648	202182	193773	188826	179171	175921	172668	170402	167758	170671
40-44	269678	258493	249673	247200	248951	248426	249576	247002	238027	229776	227091
45-49	323524	312560	306966	303966	301105	294235	290892	287991	286140	286841	295048
50-54	295606	311838	323833	332686	324217	317395	314659	313940	311237	309043	310102
55-59	156162	164668	172450	185516	214075	228604	241796	249129	251750	246173	249713
60-64	66287	67980	69715	73500	80694	88549	93906	97839	102763	116626	128149
65 or more	22424	23090	24447	26736	29435	31678	33562	35101	36447	38679	42920
All Employees	1582187	1562841	1551698	1568647	1608587	1611103	1631901	1638156	1633000	1640927	1699833
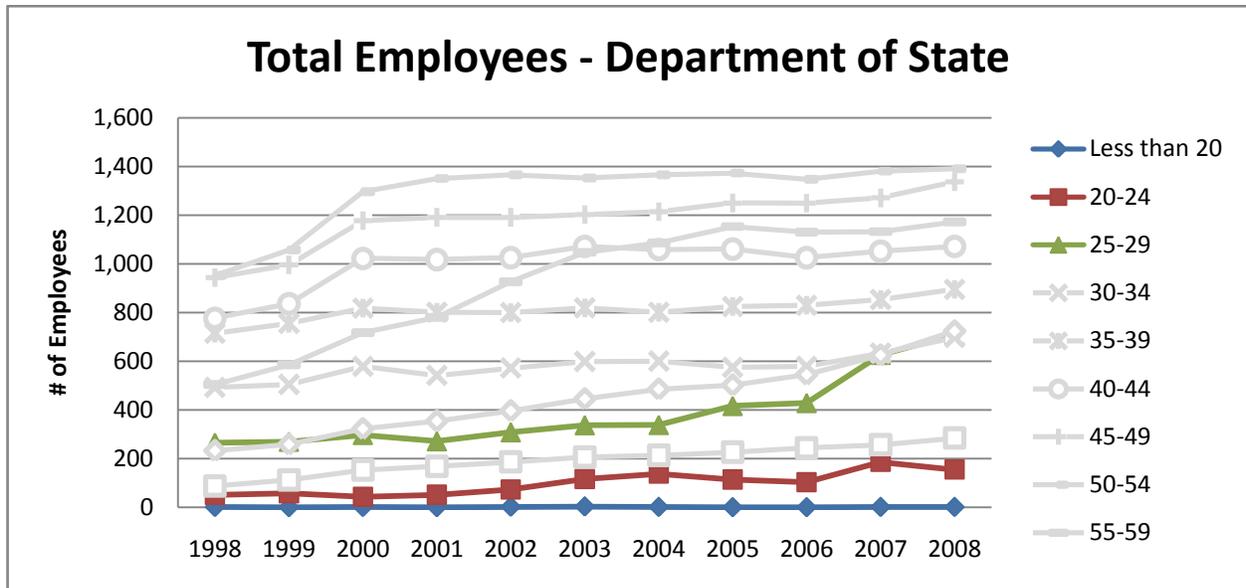
Figure 8 - Total Employees (DoS)

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	1	0	1	0	2	3	1	0	0	1	1
20-24	51	58	43	51	73	116	138	114	103	186	155
25-29	265	269	297	271	308	337	338	416	428	626	708
30-34	493	505	579	542	572	599	600	575	579	633	697
35-39	715	755	818	801	800	819	801	825	830	853	895
40-44	777	836	1,022	1,017	1,025	1,071	1,058	1,060	1,025	1,051	1,071
45-49	943	995	1,177	1,191	1,191	1,202	1,214	1,250	1,249	1,271	1,337
50-54	952	1,057	1,296	1,350	1,365	1,352	1,365	1,372	1,347	1,380	1,390
55-59	504	585	717	780	926	1,047	1,086	1,153	1,130	1,132	1,172
60-64	232	258	322	354	396	445	485	502	545	625	724
65 or more	87	112	153	168	186	206	213	226	244	257	284
All Employees	5,020	5,430	6,425	6,525	6,844	7,197	7,299	7,493	7,480	8,015	8,434

The table is titled **Total Employees - Department of State**.

Total Employees - NASA
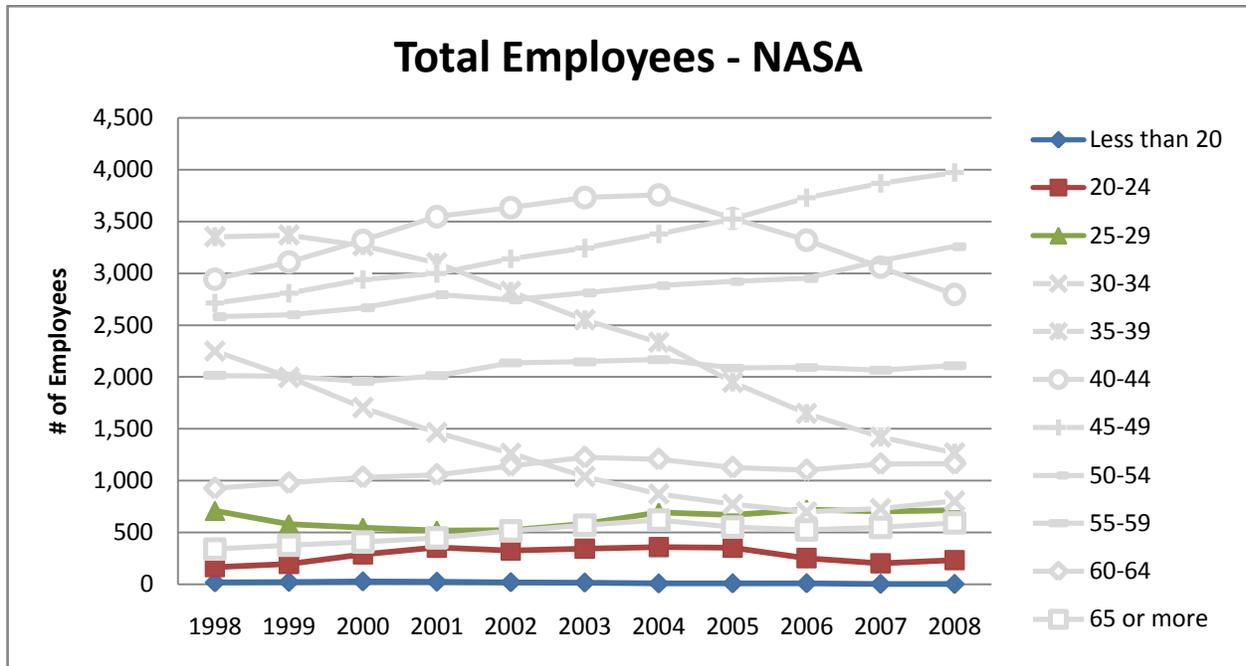
Figure 9 - Total Employees (NASA)

Total Employees - NASA

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	20	24	29	26	21	18	9	10	11	5	4
20-24	167	197	289	356	327	346	360	355	254	203	235
25-29	710	582	547	519	523	583	696	671	723	704	716
30-34	2,250	1,997	1,705	1,464	1,265	1,039	871	774	700	730	803
35-39	3,352	3,368	3,266	3,100	2,825	2,551	2,335	1,949	1,649	1,421	1,269
40-44	2,944	3,110	3,319	3,547	3,633	3,731	3,757	3,531	3,320	3,060	2,797
45-49	2,713	2,807	2,940	2,998	3,140	3,243	3,379	3,524	3,730	3,869	3,972
50-54	2,581	2,600	2,667	2,794	2,743	2,812	2,881	2,921	2,951	3,121	3,258
55-59	2,016	2,008	1,957	2,013	2,137	2,147	2,169	2,086	2,092	2,066	2,110
60-64	927	978	1,033	1,057	1,144	1,226	1,207	1,128	1,102	1,162	1,165
65 or more	342	378	409	450	518	572	622	555	527	551	594
All employees	18,022	18,049	18,161	18,324	18,276	18,268	18,286	17,504	17,059	16,892	16,923

Accessions - Government Wide
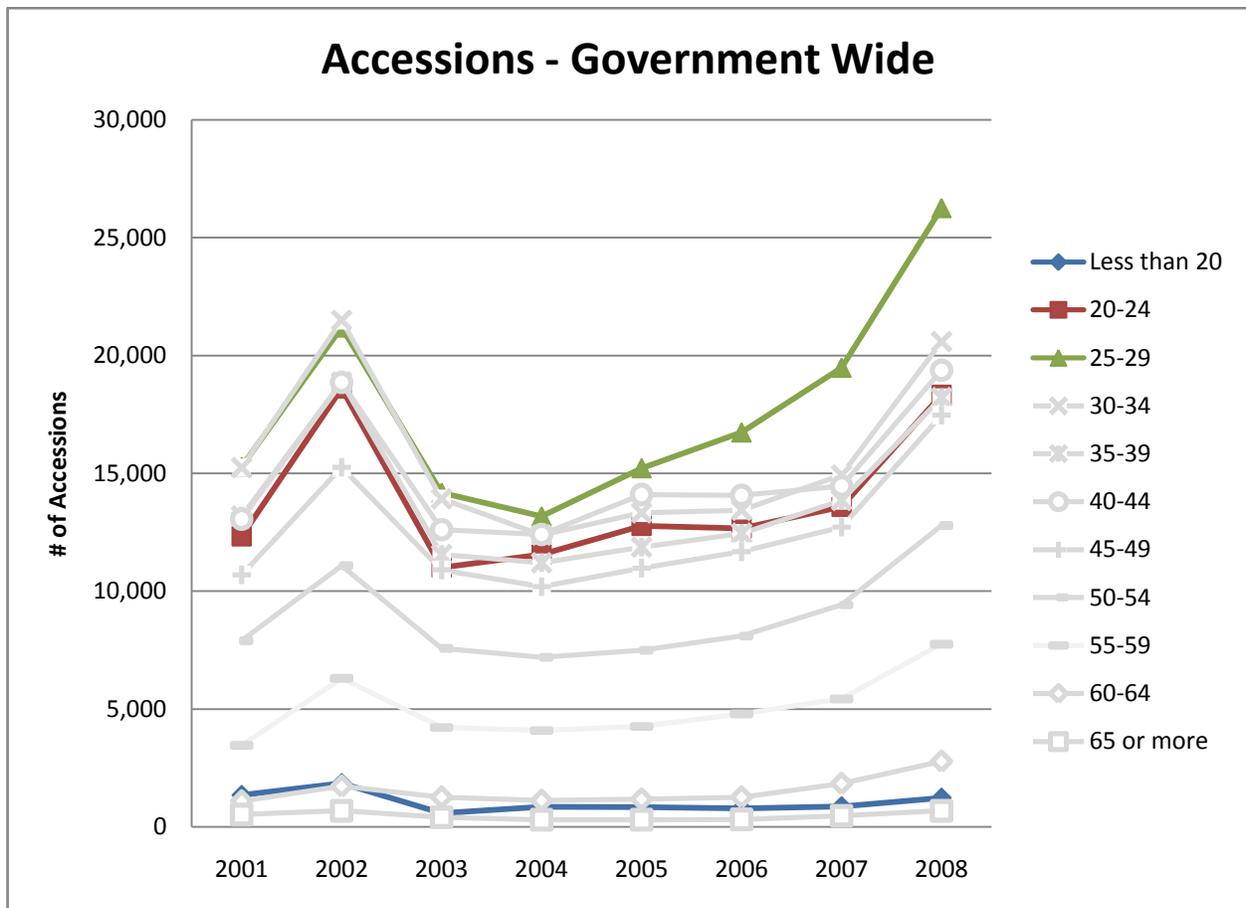
Figure 10 - Accessions (Government Wide)

Accessions - Government Wide

	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	1,355	1,856	592	855	848	800	879	1,242
20-24	12,323	18,598	11,003	11,558	12,774	12,666	13,580	18,328
25-29	15,289	21,189	14,189	13,185	15,226	16,742	19,483	26,251
30-34	15,243	21,494	13,918	12,385	13,324	13,441	14,939	20,589
35-39	13,184	18,875	11,560	11,209	11,864	12,457	13,859	18,218
40-44	13,065	18,860	12,611	12,414	14,106	14,068	14,459	19,372
45-49	10,696	15,259	10,907	10,201	10,987	11,677	12,725	17,465
50-54	7,904	11,086	7,573	7,196	7,499	8,096	9,417	12,784
55-59	3,462	6,311	4,225	4,091	4,267	4,802	5,440	7,761
60-64	1,104	1,729	1,267	1,127	1,182	1,269	1,842	2,782
65 or more	528	690	412	311	308	327	478	687
All Employees	94,153	135,947	88,257	84,532	92,385	96,345	107,101	145,479

Figure 11 - Accessions (DoS)

Accessions - Department of State								
	2001	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**
Less than 20	1	2	1	4	1	2	4	8
20-24	38	34	51	70	44	62	91	71
25-29	61	72	85	65	73	162	180	157
30-34	33	63	68	51	67	135	97	84
35-39	44	47	43	33	44	99	74	85
40-44	43	57	40	47	55	58	77	69
45-49	44	46	48	33	44	46	69	69
50-54	39	38	39	26	32	45	56	59
55-59	14	29	35	17	21	18	37	54
60-64	7	5	11	9	7	9	12	20
65 or more	1	4	4	0	1	1	2	4
All Employees	325	397	425	355	389	637	699	680
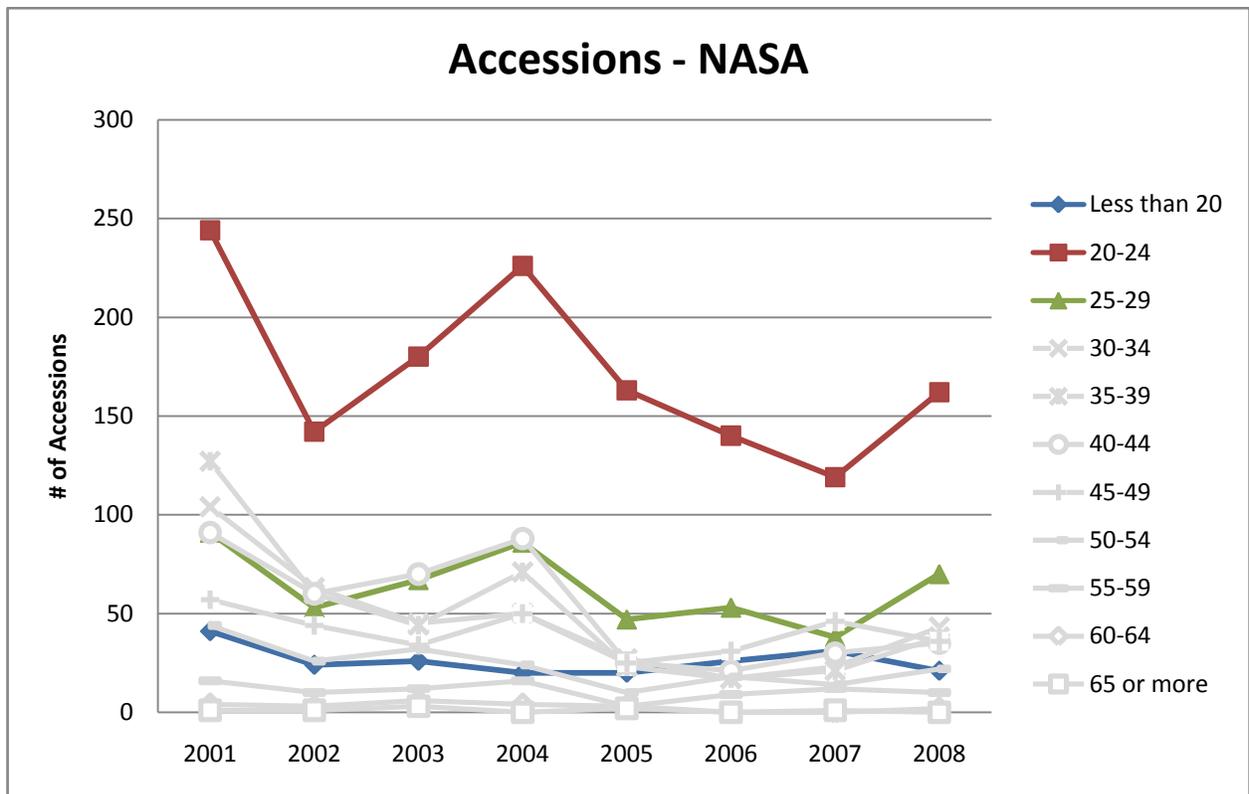
Figure 12 - Accessions (NASA)

	2001	2002	2003	2004	2005	2006	2007	2008
Accessions - NASA								
Less than 20	41	24	26	20	20	26	31	21
20-24	244	142	180	226	163	140	119	162
25-29	91	53	67	86	47	53	38	70
30-34	104	63	45	50	27	17	23	43
35-39	127	60	44	71	23	17	21	38
40-44	91	60	70	88	25	21	30	35
45-49	57	44	34	50	25	31	46	36
50-54	44	26	32	24	10	18	14	22
55-59	16	10	12	16	3	9	12	10
60-64	4	3	6	4	3	0	0	2
65 or more	1	1	3	0	2	0	1	0
All Employees	820	486	519	635	348	332	335	439

New Gen Y Hires - Govt. Wide
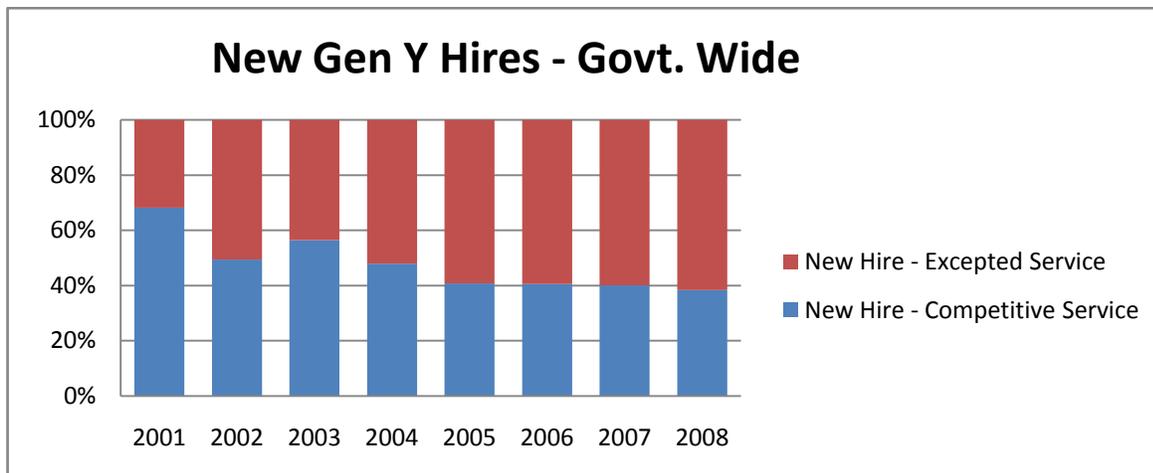
Figure 13 - New Gen Y Hires (Govt. Wide)

New Gen Y Hires - Govt. Wide								
	2001	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**
New Hire - Competitive Service	19,740	20,565	14,564	12,275	11,777	12,253	13,622	17,557
New Hire - Excepted Service	9,227	21,078	11,218	13,321	17,069	17,954	20,320	28,264

All New Hires - Govt. Wide
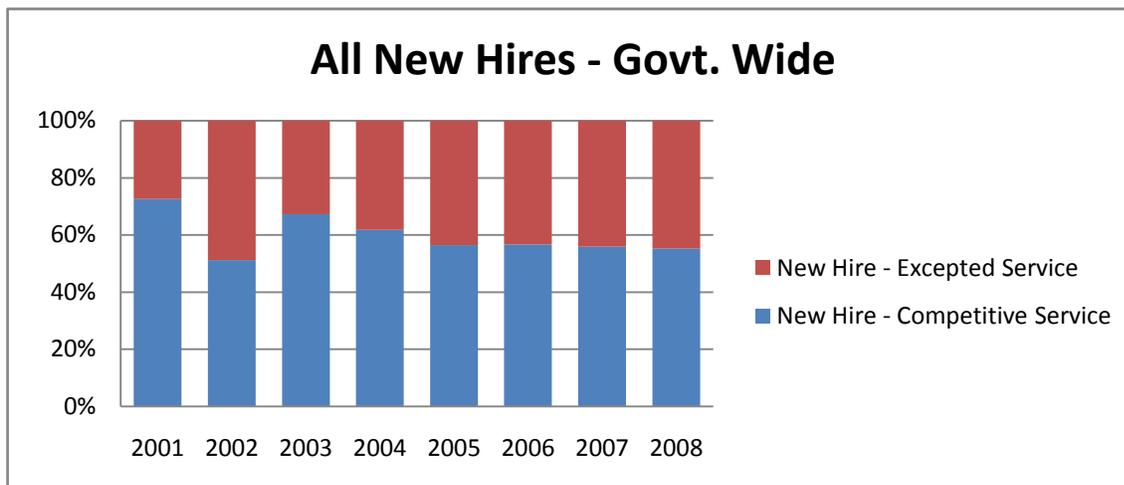
Figure 14 - All New Hires (Govt. Wide)

All New Hires - Govt. Wide								
	2001	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**
New Hire - Competitive Service	68,237	69,445	59,202	52,103	52,052	54,400	59,721	80,157
New Hire - Excepted Service	25,738	66,216	28,835	32,187	40,074	41,656	47,061	65,051
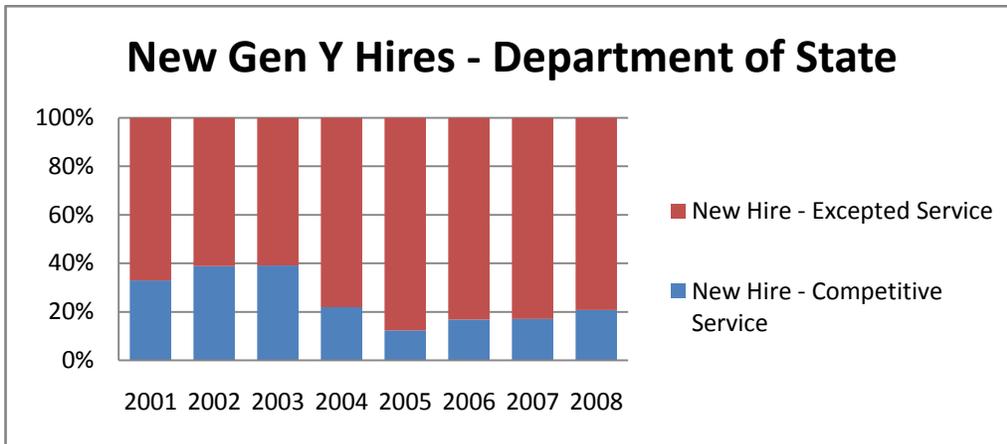
Figure 15 - New Gen Y Hires (DoS)

New Gen Y Hires - Department of State								
	2001	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**
New Hire - Competitive Service	33	42	54	44	40	38	47	49
New Hire - Excepted Service	67	66	84	157	283	188	228	187
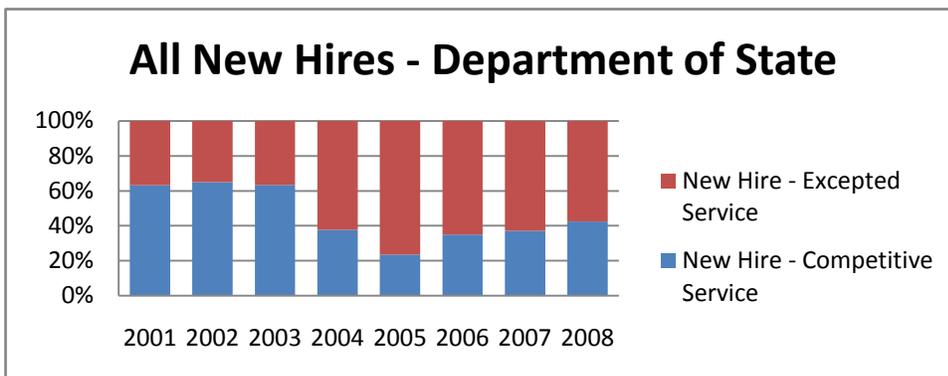
Figure 16 - All New Hires (DoS)

All New Hires - Department of State								
	2001	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**
New Hire - Competitive Service	224	280	290	215	245	220	257	287
New Hire - Excepted Service	130	151	167	355	798	409	434	389
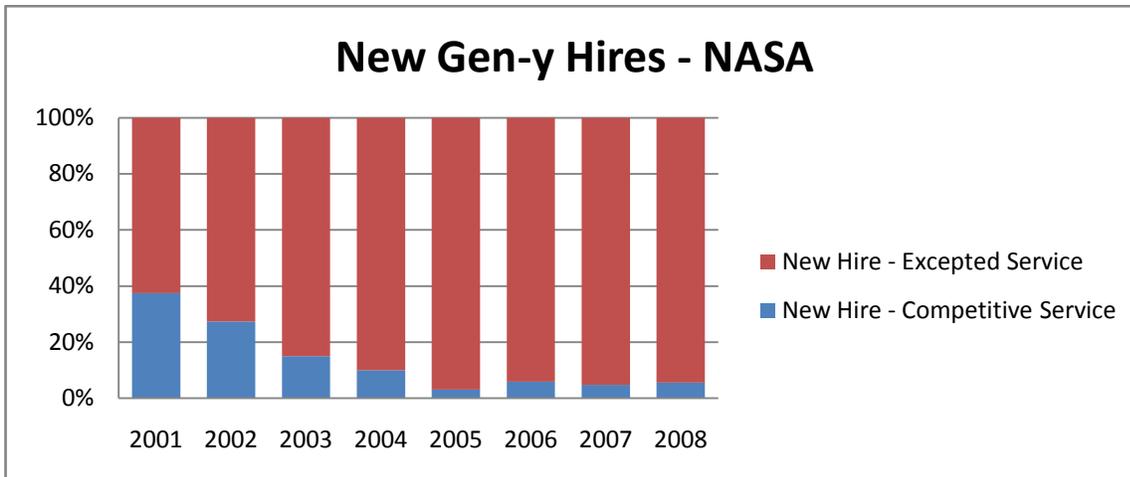
Figure 17 - New Gen Y Hires (NASA)

New Gen Y Hires - NASA								
	2001	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**
New Hire - Competitive Service	141	60	41	33	7	13	9	14
New Hire - Excepted Service	235	159	232	299	223	206	179	239
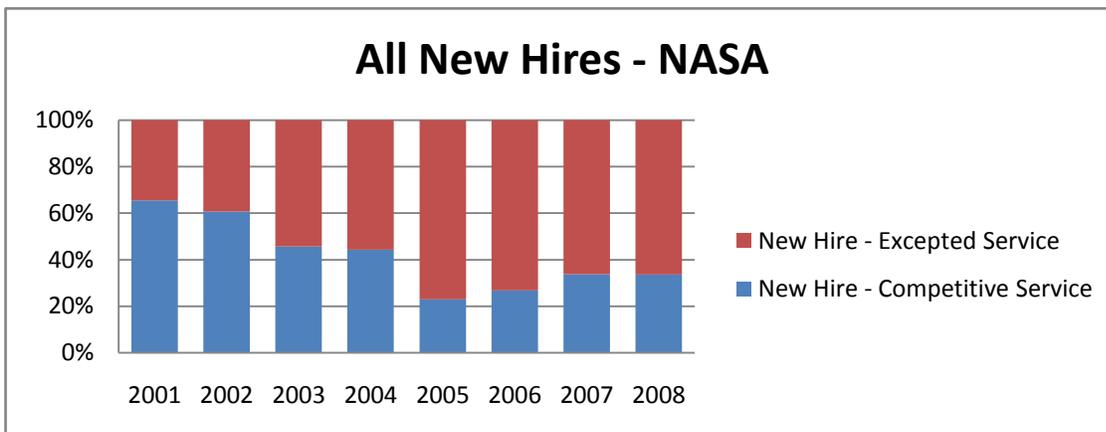
Figure 18 - All New Hires (NASA)

All New Hires - NASA								
	2001	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**
New Hire - Competitive Service	552	294	242	286	80	88	115	151
New Hire - Excepted Service	291	190	287	359	268	241	226	297
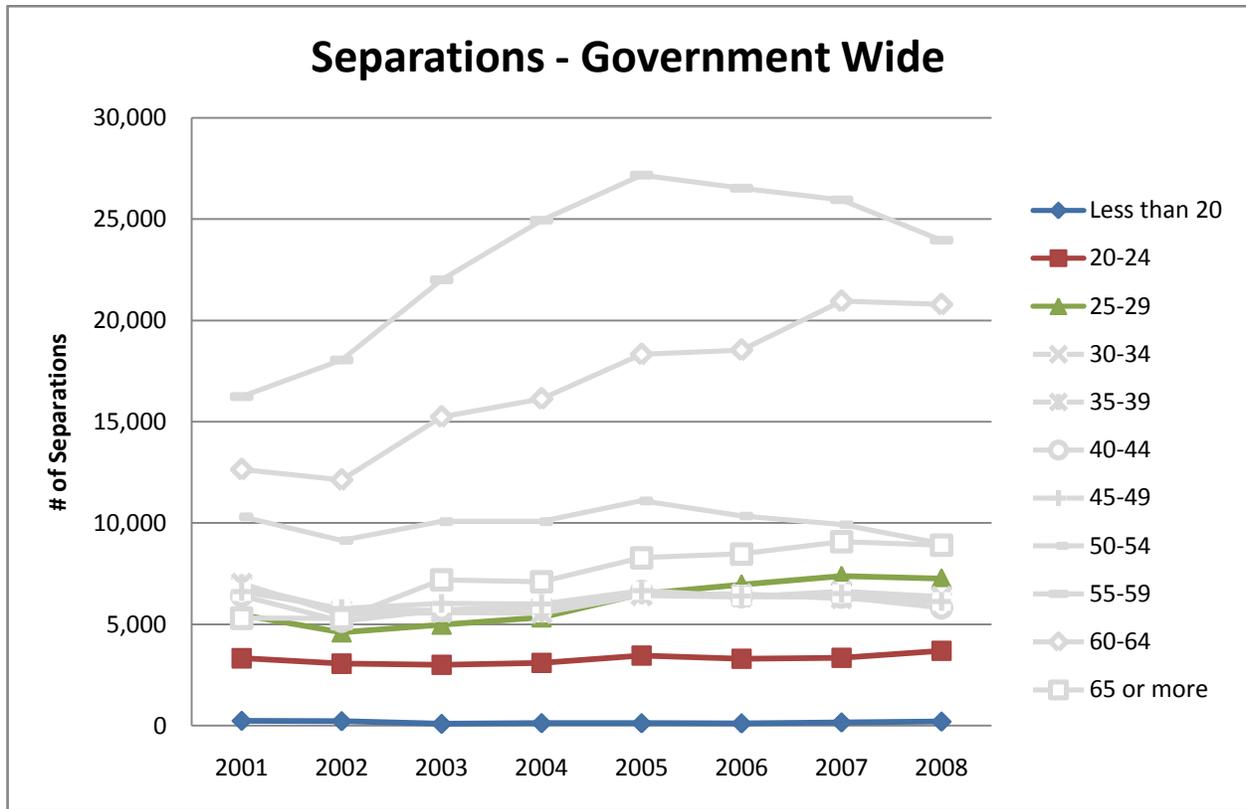
Figure 19 - Separations (Govt. Wide)

Separations - Government Wide								
	2001	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**
Less than 20	247	229	95	130	127	120	166	208
20-24	3,331	3,064	3,009	3,096	3,461	3,312	3,360	3,699
25-29	5,467	4,602	4,982	5,343	6,507	6,970	7,391	7,270
30-34	6,891	5,722	5,692	5,841	6,434	6,348	6,645	6,373
35-39	7,022	5,475	5,584	5,553	6,449	6,511	6,277	6,130
40-44	6,417	5,153	5,700	5,917	6,634	6,365	6,347	5,822
45-49	6,618	5,786	6,036	6,000	6,664	6,403	6,530	6,130
50-54	10,315	9,135	10,078	10,078	11,101	10,351	9,926	8,984
55-59	16,236	18,044	21,999	24,947	27,172	26,529	25,954	23,958
60-64	12,641	12,128	15,244	16,132	18,330	18,544	20,955	20,791
65 or more	5,315	5,292	7,198	7,105	8,287	8,475	9,080	8,907
All Employees	80,500	74,630	85,617	90,142	101,166	99,928	102,631	98,272
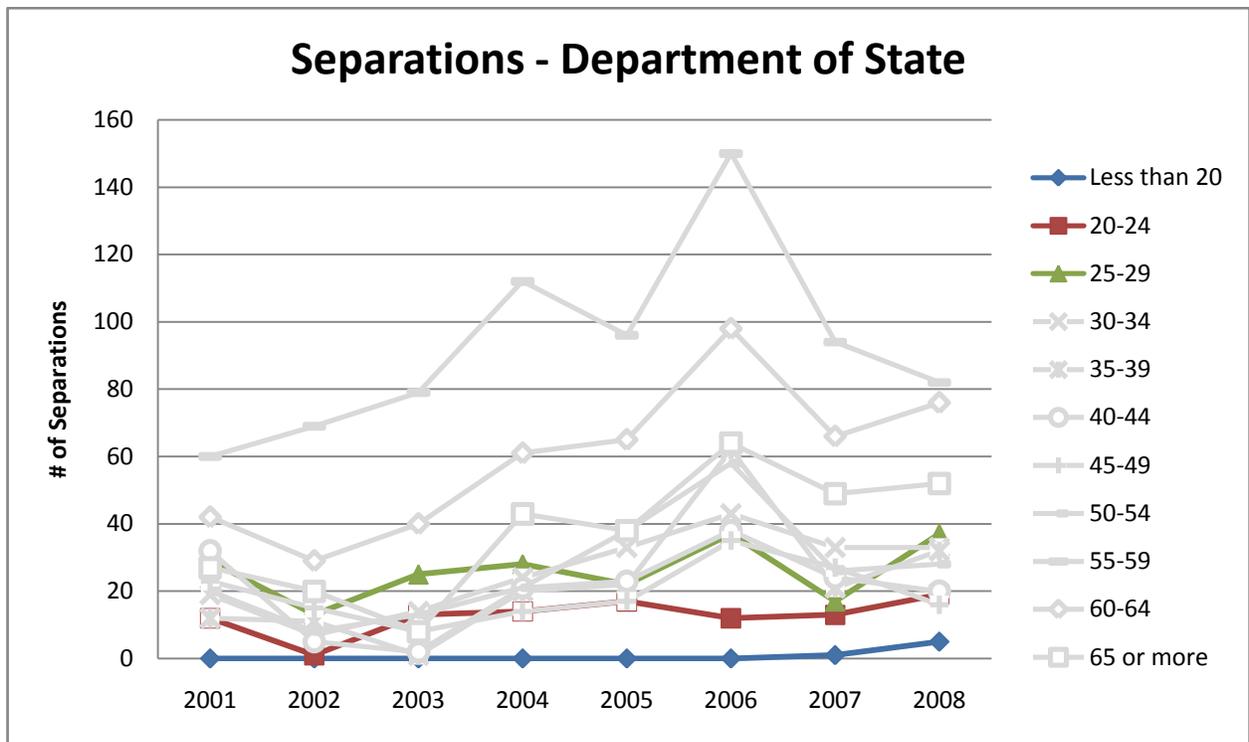
Figure 20 - Separations (DoS)

Separations - Department of State								
	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	0	0	0	0	0	0	1	5
20-24	12	1	13	14	17	12	13	19
25-29	29	13	25	28	22	37	17	37
30-34	19	7	14	24	33	43	33	33
35-39	12	11	1	20	22	62	21	32
40-44	32	5	2	21	23	38	24	20
45-49	23	15	8	14	17	35	27	16
50-54	20	8	13	21	38	58	26	28
55-59	60	69	79	112	96	150	94	82
60-64	42	29	40	61	65	98	66	76
65 or more	27	20	8	43	38	64	49	52
All Employees	276	178	203	358	371	597	371	400
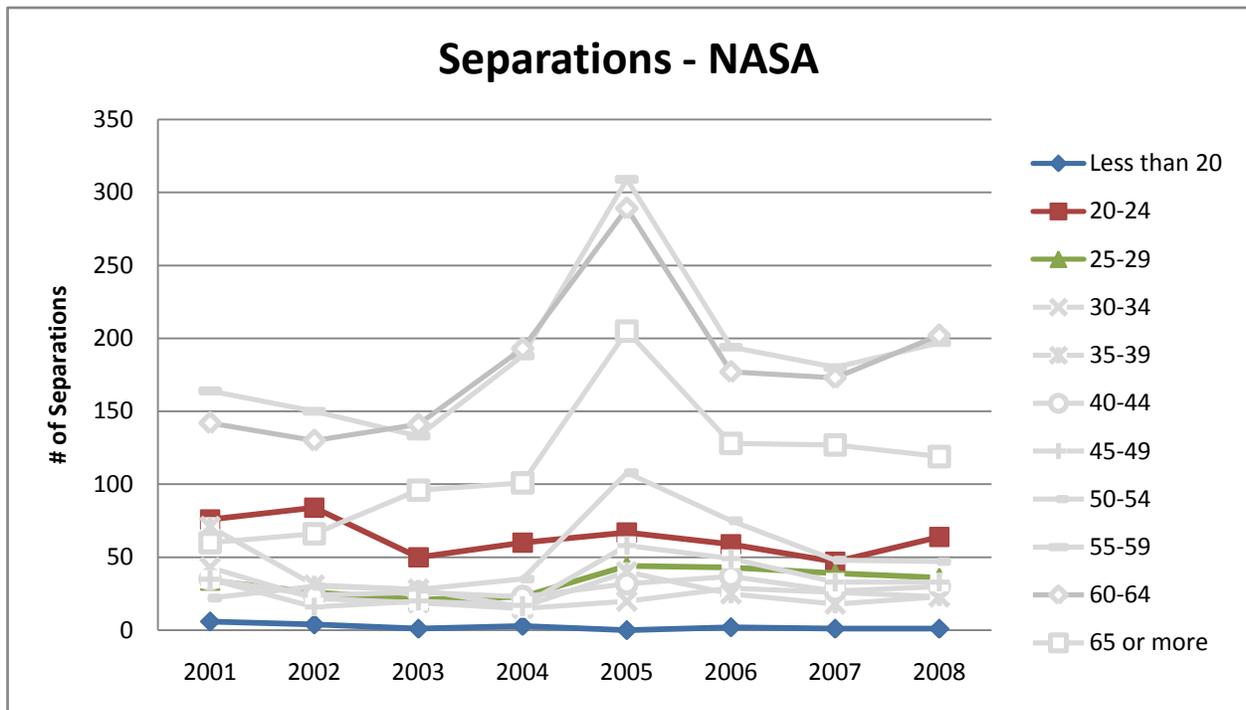
Figure 21 - Separations (NASA)

Separations - NASA

	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	6	4	1	3	0	2	1	1
20-24	76	84	50	60	67	59	47	64
25-29	34	26	21	23	44	43	39	36
30-34	43	22	19	15	20	29	26	23
35-39	71	31	28	16	40	25	18	23
40-44	35	24	26	23	32	37	27	30
45-49	35	16	20	17	58	49	33	33
50-54	22	30	28	35	108	75	48	47
55-59	164	150	133	188	309	194	180	197
60-64	142	130	141	193	289	177	173	202
65 or more	60	66	96	101	205	128	127	119
All Employees	688	583	563	674	1,172	818	719	775
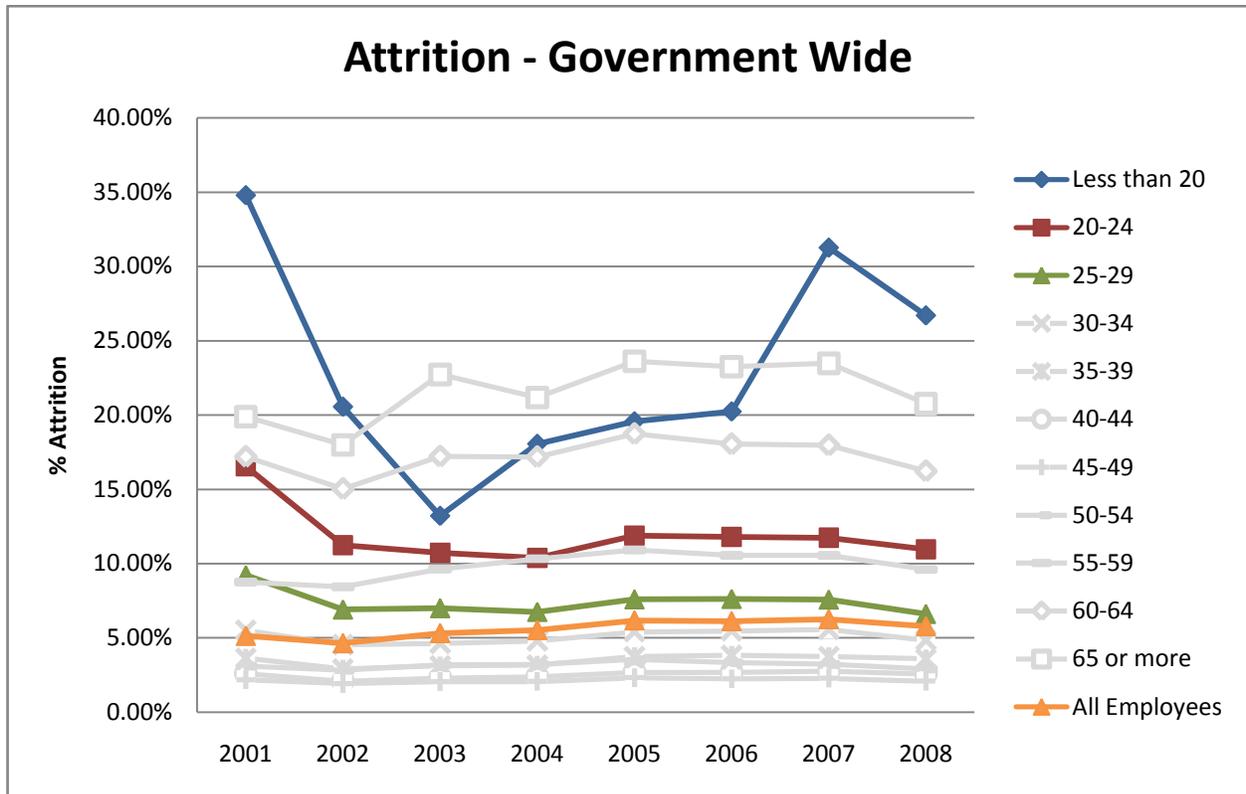
Figure 22 - Attrition (Govt. Wide)

Attrition - Government Wide								
	2001	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**
Less than 20	34.79%	20.56%	13.21%	18.06%	19.57%	20.24%	31.26%	26.70%
20-24	16.55%	11.24%	10.73%	10.38%	11.88%	11.80%	11.74%	10.96%
25-29	9.22%	6.90%	7.00%	6.75%	7.59%	7.62%	7.58%	6.61%
30-34	5.51%	4.54%	4.62%	4.79%	5.41%	5.47%	5.57%	4.84%
35-39	3.62%	2.90%	3.12%	3.16%	3.73%	3.82%	3.74%	3.59%
40-44	2.60%	2.07%	2.29%	2.37%	2.69%	2.67%	2.76%	2.56%
45-49	2.18%	1.92%	2.05%	2.06%	2.31%	2.24%	2.28%	2.08%
50-54	3.10%	2.82%	3.18%	3.20%	3.54%	3.33%	3.21%	2.90%
55-59	8.75%	8.43%	9.62%	10.32%	10.91%	10.54%	10.54%	9.59%
60-64	17.20%	15.03%	17.22%	17.18%	18.73%	18.05%	17.97%	16.22%
65 or more	19.88%	17.98%	22.72%	21.17%	23.61%	23.25%	23.48%	20.75%
All Employees	5.13%	4.64%	5.31%	5.52%	6.18%	6.12%	6.25%	5.78%
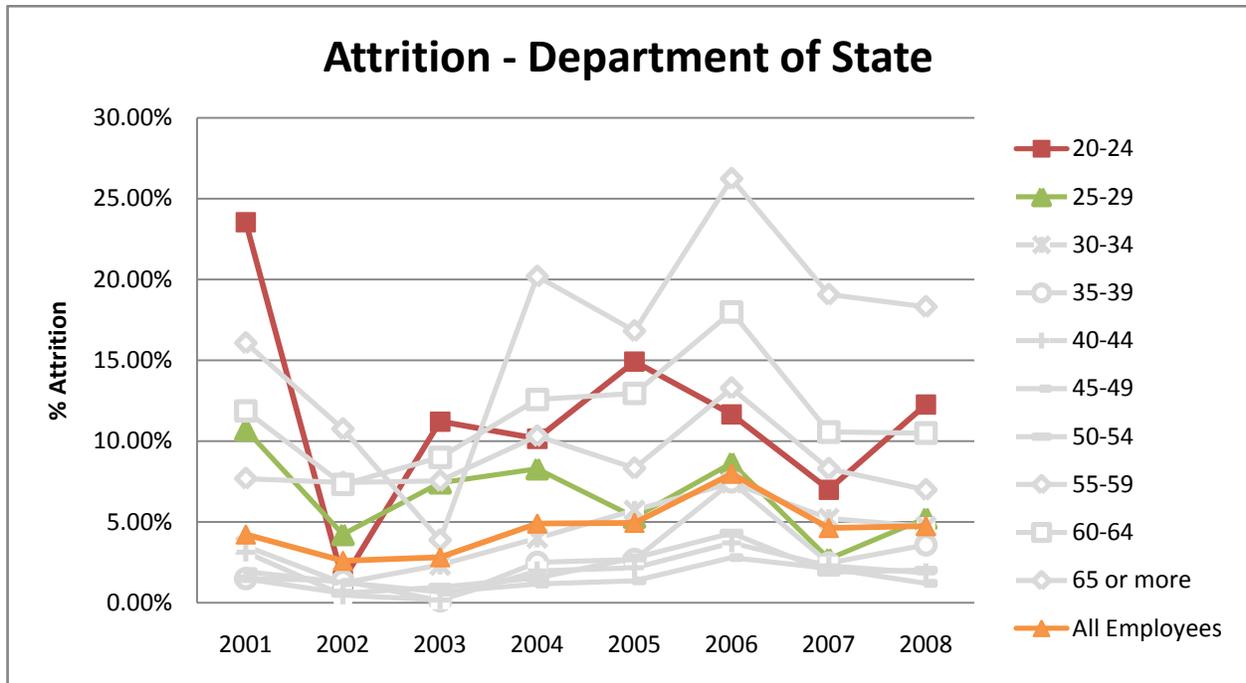
Figure 23 - Attrition (DoS)

Attrition - Department of State

	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	#DIV/0!	0.00%	0.00%	0.00%	#DIV/0!	#DIV/0!	100.00%	500.00%
20-24	23.53%	1.37%	11.21%	10.14%	14.91%	11.65%	6.99%	12.26%
25-29	10.70%	4.22%	7.42%	8.28%	5.29%	8.64%	2.72%	5.23%
30-34	3.51%	1.22%	2.34%	4.00%	5.74%	7.43%	5.21%	4.73%
35-39	1.50%	1.38%	0.12%	2.50%	2.67%	7.47%	2.46%	3.58%
40-44	3.15%	0.49%	0.19%	1.98%	2.17%	3.71%	2.28%	1.87%
45-49	1.93%	1.26%	0.67%	1.15%	1.36%	2.80%	2.12%	1.20%
50-54	1.48%	0.59%	0.96%	1.54%	2.77%	4.31%	1.88%	2.01%
55-59	7.69%	7.45%	7.55%	10.31%	8.33%	13.27%	8.30%	7.00%
60-64	11.86%	7.32%	8.99%	12.58%	12.95%	17.98%	10.56%	10.50%
65 or more	16.07%	10.75%	3.88%	20.19%	16.81%	26.23%	19.07%	18.31%
All Employees	4.23%	2.60%	2.82%	4.90%	4.95%	7.98%	4.63%	4.74%
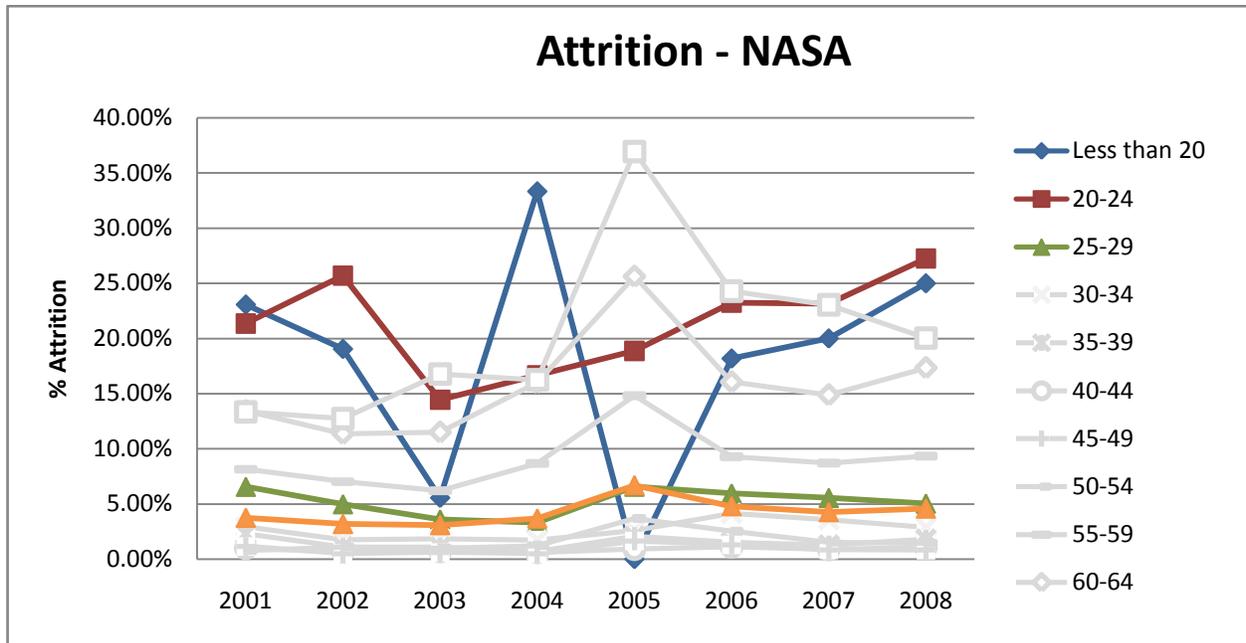
Attrition - NASA

Figure 24 - Attrition (NASA)

	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	23.08%	19.05%	5.56%	33.33%	0.00%	18.18%	20.00%	25.00%
20-24	21.35%	25.69%	14.45%	16.67%	18.87%	23.23%	23.15%	27.23%
25-29	6.55%	4.97%	3.60%	3.30%	6.56%	5.95%	5.54%	5.03%
30-34	2.94%	1.74%	1.83%	1.72%	2.58%	4.14%	3.56%	2.86%
35-39	2.29%	1.10%	1.10%	0.69%	2.05%	1.52%	1.27%	1.81%
40-44	0.99%	0.66%	0.70%	0.61%	0.91%	1.11%	0.88%	1.07%
45-49	1.17%	0.51%	0.62%	0.50%	1.65%	1.31%	0.85%	0.83%
50-54	0.79%	1.09%	1.00%	1.21%	3.70%	2.54%	1.54%	1.44%
55-59	8.15%	7.02%	6.19%	8.67%	14.81%	9.27%	8.71%	9.34%
60-64	13.43%	11.36%	11.50%	15.99%	25.62%	16.06%	14.89%	17.34%
65 or more	13.33%	12.74%	16.78%	16.24%	36.94%	24.29%	23.05%	20.03%
All Employees	3.75%	3.19%	3.08%	3.69%	6.70%	4.80%	4.26%	4.58%
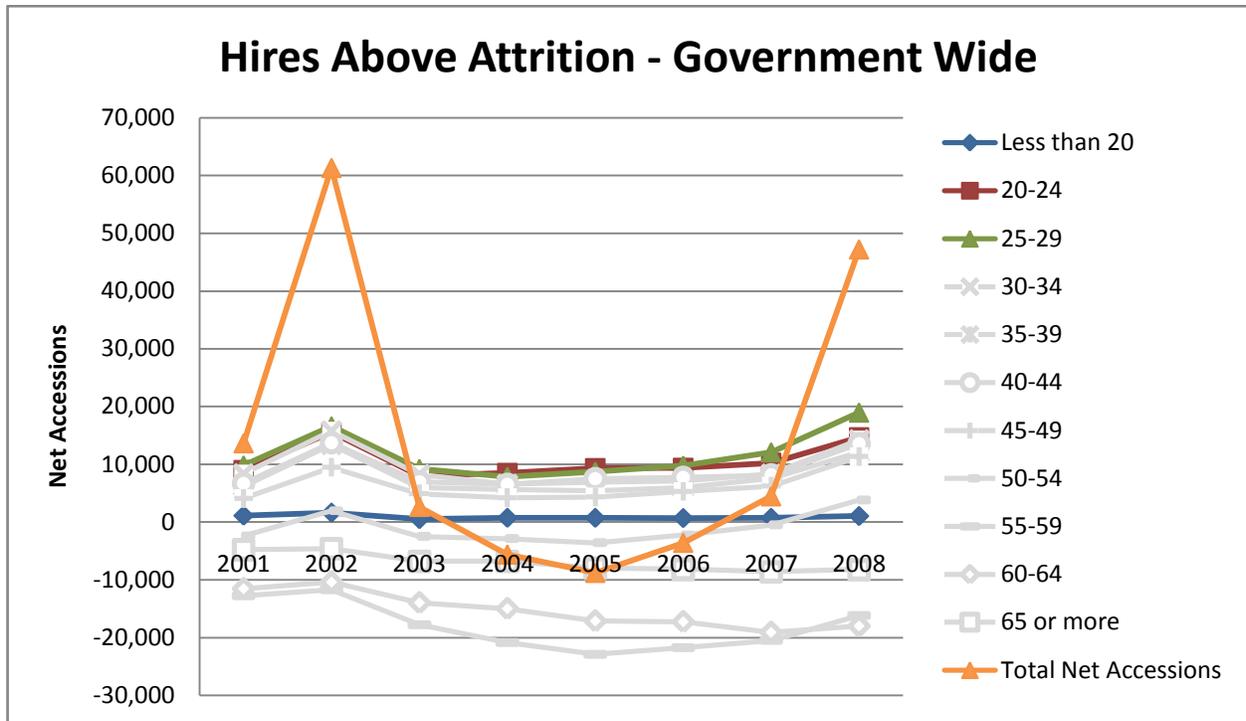
Hires Above Attrition - Government Wide

Hires Above Attrition - Government Wide

	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	1,108	1,627	497	725	721	680	713	1,034
20-24	8,992	15,534	7,994	8,462	9,313	9,354	10,220	14,629
25-29	9,822	16,587	9,207	7,842	8,719	9,772	12,092	18,981
30-34	8,352	15,772	8,226	6,544	6,890	7,093	8,294	14,216
35-39	6,162	13,400	5,976	5,656	5,415	5,946	7,582	12,088
40-44	6,648	13,707	6,911	6,497	7,472	7,703	8,112	13,550
45-49	4,078	9,473	4,871	4,201	4,323	5,274	6,195	11,335
50-54	-2,411	1,951	-2,505	-2,882	-3,602	-2,255	-509	3,800
55-59	-12,774	-11,733	-17,774	-20,856	-22,905	-21,727	-20,514	-16,197
60-64	-11,537	-10,399	-13,977	-15,005	-17,148	-17,275	-19,113	-18,009
65 or more	-4,787	-4,602	-6,786	-6,794	-7,979	-8,148	-8,602	-8,220
Total Net Accessions	13,653	61,317	2,640	-5,610	-8,781	-3,583	4,470	47,207

Hires Above Attrition - Department of State
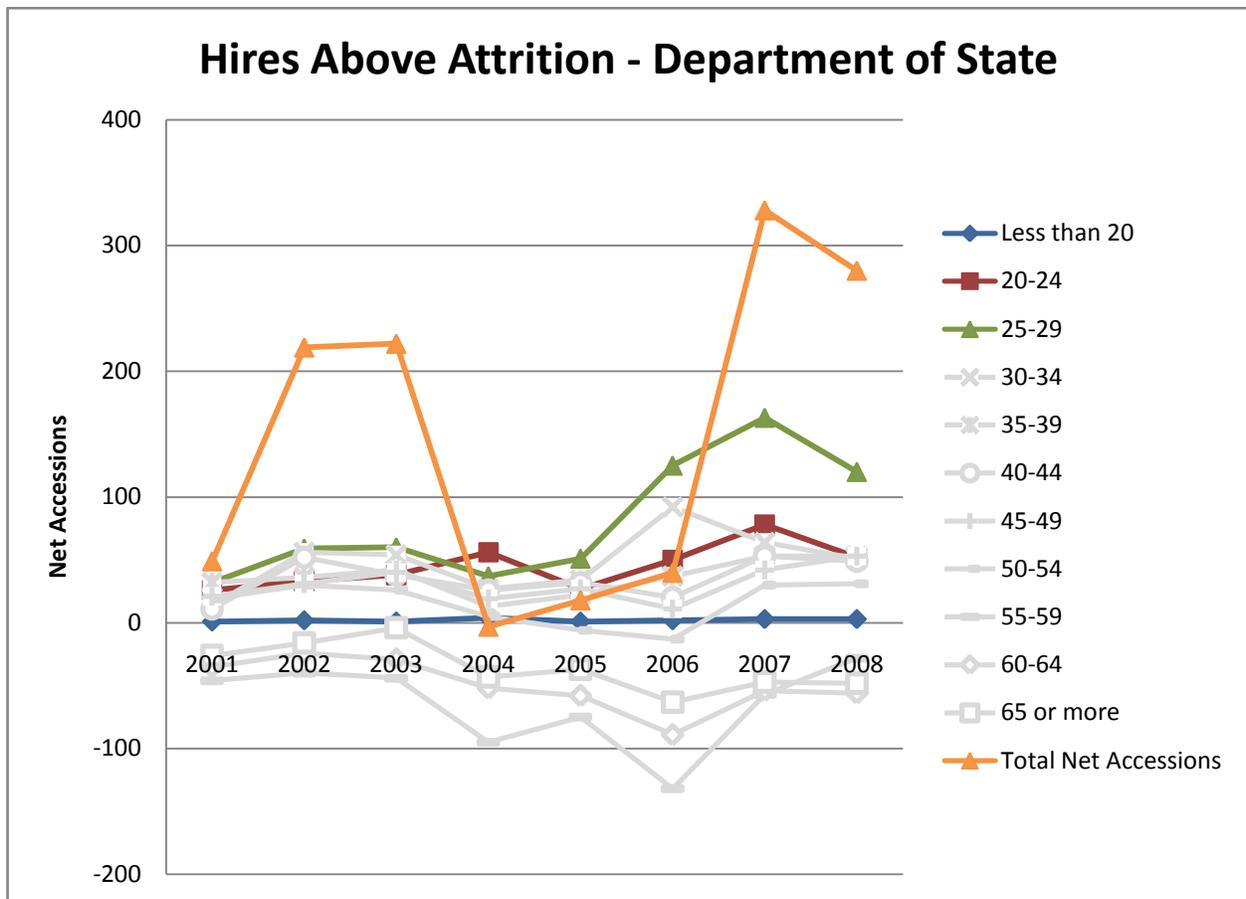
Figure 26 - Hires Above Attrition (DoS)

Hires Above Attrition - Department of State

	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	1	2	1	4	1	2	3	3
20-24	26	33	38	56	27	50	78	52
25-29	32	59	60	37	51	125	163	120
30-34	14	56	54	27	34	92	64	51
35-39	32	36	42	13	22	37	53	53
40-44	11	52	38	26	32	20	53	49
45-49	21	31	40	19	27	11	42	53
50-54	19	30	26	5	-6	-13	30	31
55-59	-46	-40	-44	-95	-75	-132	-57	-28
60-64	-35	-24	-29	-52	-58	-89	-54	-56
65 or more	-26	-16	-4	-43	-37	-63	-47	-48
Total Net Accessions	49	219	222	-3	18	40	328	280
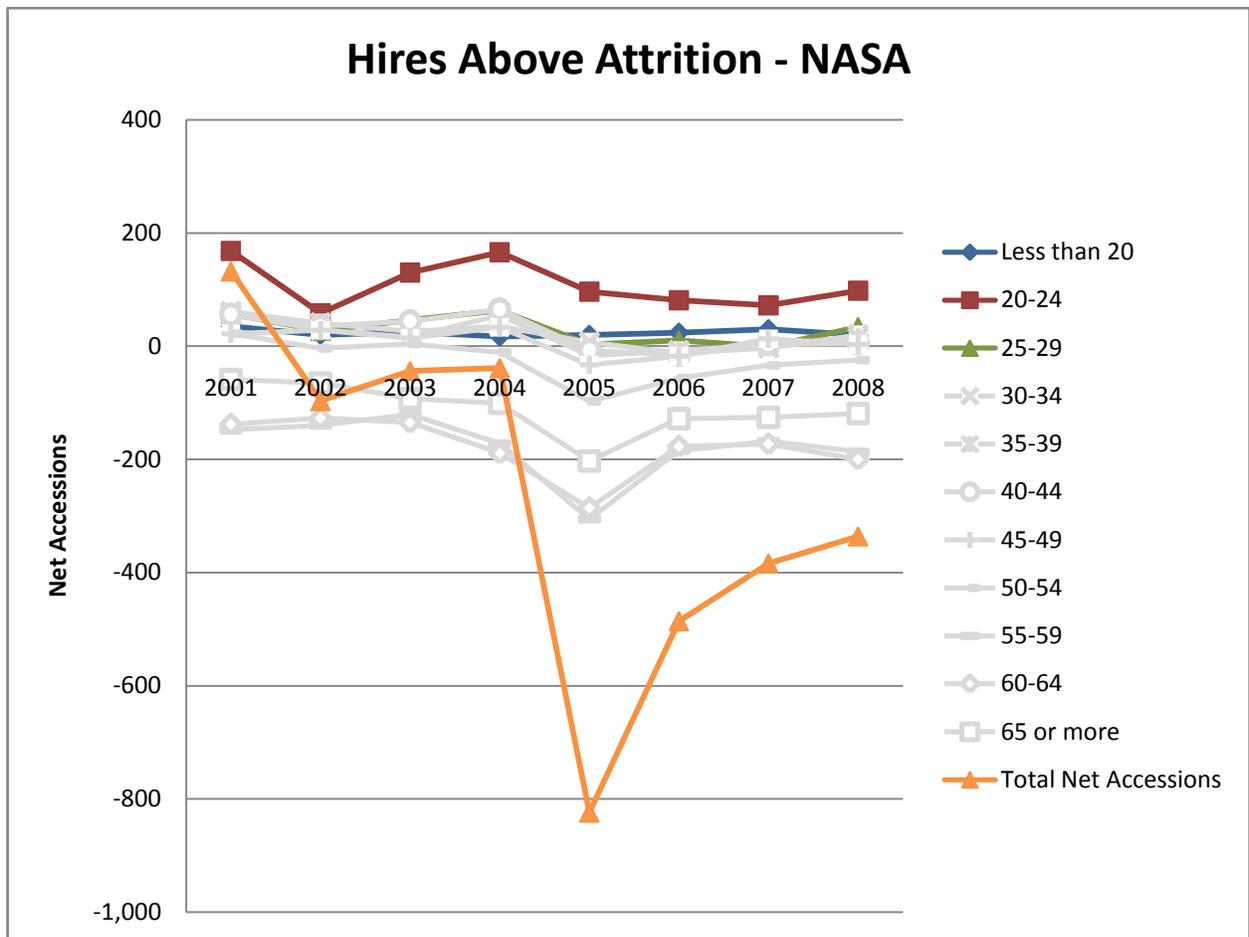
Figure 27 - Hires Above Attrition (NASA)

Hires Above Attrition - NASA

	2001	2002	2003	2004	2005	2006	2007	2008
Less than 20	35	20	25	17	20	24	30	20
20-24	168	58	130	166	96	81	72	98
25-29	57	27	46	63	3	10	-1	34
30-34	61	41	26	35	7	-12	-3	20
35-39	56	29	16	55	-17	-8	3	15
40-44	56	36	44	65	-7	-16	3	5
45-49	22	28	14	33	-33	-18	13	3
50-54	22	-4	4	-11	-98	-57	-34	-25
55-59	-148	-140	-121	-172	-306	-185	-168	-187
60-64	-138	-127	-135	-189	-286	-177	-173	-200
65 or more	-59	-65	-93	-101	-203	-128	-126	-119
Total Net Accessions	132	-97	-44	-39	-824	-486	-384	-336

Table 2 - FHCS "High Impact" questions from Job-satisfaction Index

Question Text	Group	Strongly Agree/Very Satisfied			Agree/Satisfied			Neither Agree-Disagree/ Satisfied-Unsatisfied			Disagree/Unsatisfied			Strongly Disagree/Very Unsatisfied		
		2008	2006	2004	2008	2006	2004	2008	2006	2004	2008	2006	2004	2008	2006	2004
My work gives me a feeling of personal accomplishment.	NASA	37.80%	35.50%	32.90%	40.50%	43.10%	43.90%	12.10%	12.20%	12.90%	6.60%	6.60%	6.90%	3.00%	2.60%	3.40%
	State	33.30%	31.10%	30.60%	44.10%	45.90%	39.80%	14.20%	12.00%	17.30%	5.20%	7.40%	9.00%	3.20%	3.60%	3.30%
	<30	25.70%	23.70%	20.60%	44.40%	42.50%	42.70%	17.60%	18.80%	18.50%	8.30%	10.20%	12.90%	4.00%	4.70%	5.20%
I like the kind of work I do.	NASA	42.70%	39.90%	39.60%	40.80%	44.00%	44.00%	11.10%	10.40%	11.10%	4.00%	4.30%	3.90%	1.50%	1.50%	1.50%
	State	42.90%	39.90%	37.00%	41.20%	42.90%	44.60%	10.90%	10.50%	12.30%	3.40%	4.50%	3.50%	1.60%	2.10%	2.60%
	<30	31.80%	30.40%	30.00%	46.00%	44.10%	43.50%	14.80%	16.60%	15.70%	5.20%	7.10%	8.40%	2.20%	1.90%	2.40%
How satisfied are you with your opportunity to get a better job in your organization?	NASA	14.90%	12.20%	11.40%	31.60%	32.70%	33.30%	27.80%	28.60%	28.10%	16.40%	17.10%	17.30%	9.30%	9.30%	9.90%
	State	12.40%	12.40%	9.90%	34.40%	34.20%	33.20%	26.80%	28.50%	27.70%	16.00%	15.70%	19.50%	10.40%	9.20%	9.60%
	<30	11.50%	10.40%	12.50%	35.60%	32.00%	30.40%	27.20%	28.10%	25.40%	15.40%	17.80%	18.90%	10.20%	11.70%	12.80%
How satisfied are you with your involvement in decisions that affect your work?	NASA	19.40%	18.50%	17.70%	45.30%	45.30%	44.50%	18.60%	18.40%	18.90%	12.10%	14.10%	14.50%	4.60%	3.70%	4.40%
	State	15.80%	15.00%	15.20%	46.60%	43.00%	42.80%	20.50%	21.80%	18.40%	12.50%	16.10%	18.90%	4.50%	4.10%	4.60%
	<30	11.60%	12.70%	11.70%	43.80%	42.20%	41.80%	25.60%	24.30%	23.40%	13.30%	16.20%	16.80%	5.70%	4.60%	6.30%
Considering everything, how satisfied are you with your pay?	NASA	23.50%	23.10%	22.60%	48.30%	48.50%	48.70%	14.70%	15.20%	14.20%	10.20%	10.50%	11.10%	3.30%	2.70%	3.40%
	State	15.50%	16.00%	18.50%	43.90%	48.00%	47.70%	19.30%	19.10%	16.90%	15.70%	13.20%	13.50%	5.60%	3.80%	3.40%
	<30	14.00%	15.30%	15.30%	44.20%	45.40%	44.40%	18.00%	19.90%	17.90%	15.40%	13.20%	14.60%	8.40%	6.30%	7.80%

Table 3 - %Change Table (Total Employees)

Measure	Age Group	% Change '98 to '08	% Change '01 to '08
Total Employees - Govt. Wide	Less than 20	107.73%	9.72%
Total Employees - Govt. Wide	20-24	161.11%	67.61%
Total Employees - Govt. Wide	25-29	56.14%	85.67%
Total Employees - Govt. Wide	30-34	-10.45%	5.21%
Total Employees - Govt. Wide	35-39	-21.63%	-11.92%
Total Employees - Govt. Wide	40-44	-15.79%	-8.13%
Total Employees - Govt. Wide	45-49	-8.80%	-2.93%
Total Employees - Govt. Wide	50-54	4.90%	-6.79%
Total Employees - Govt. Wide	55-59	59.91%	34.60%
Total Employees - Govt. Wide	60-64	93.32%	74.35%
Total Employees - Govt. Wide	65 or more	91.40%	60.53%
Total Employees - Govt. Wide	All Employees	7.44%	8.36%
Total Employees - DoS	Less than 20	0.00%	#DIV/0!
Total Employees - DoS	20-24	203.92%	203.92%
Total Employees - DoS	25-29	167.17%	161.25%
Total Employees - DoS	30-34	41.38%	28.60%
Total Employees - DoS	35-39	25.17%	11.74%
Total Employees - DoS	40-44	37.84%	5.31%
Total Employees - DoS	45-49	41.78%	12.26%
Total Employees - DoS	50-54	46.01%	2.96%
Total Employees - DoS	55-59	132.54%	50.26%
Total Employees - DoS	60-64	212.07%	104.52%
Total Employees - DoS	65 or more	226.44%	69.05%
Total Employees - DoS	All Employees	68.01%	29.26%
Total Employees - NASA	Less than 20	-80.00%	-84.62%
Total Employees - NASA	20-24	40.72%	-33.99%
Total Employees - NASA	25-29	0.85%	37.96%
Total Employees - NASA	30-34	-64.31%	-45.15%
Total Employees - NASA	35-39	-62.14%	-59.06%
Total Employees - NASA	40-44	-4.99%	-21.14%
Total Employees - NASA	45-49	46.41%	32.49%
Total Employees - NASA	50-54	26.23%	16.61%
Total Employees - NASA	55-59	4.66%	4.82%
Total Employees - NASA	60-64	25.67%	10.22%
Total Employees - NASA	65 or more	73.68%	32.00%
Total Employees - NASA	All employees	-6.10%	-7.65%

Table 4 - %Change Table (Accessions)

Measure	Age Group	% Change '98 to '08	% Change '01 to '08
Accessions - Govt. Wide	Less than 20	N/A	-8.34%
Accessions - Govt. Wide	20-24	N/A	48.73%
Accessions - Govt. Wide	25-29	N/A	71.70%
Accessions - Govt. Wide	30-34	N/A	35.07%
Accessions - Govt. Wide	35-39	N/A	38.18%
Accessions - Govt. Wide	40-44	N/A	48.27%
Accessions - Govt. Wide	45-49	N/A	63.29%
Accessions - Govt. Wide	50-54	N/A	61.74%
Accessions - Govt. Wide	55-59	N/A	124.18%
Accessions - Govt. Wide	60-64	N/A	151.99%
Accessions - Govt. Wide	65 or more	N/A	30.11%
Accessions - Govt. Wide	All Employees	N/A	54.51%
Accessions - DoS	Less than 20	N/A	700.00%
Accessions - DoS	20-24	N/A	86.84%
Accessions - DoS	25-29	N/A	157.38%
Accessions - DoS	30-34	N/A	154.55%
Accessions - DoS	35-39	N/A	93.18%
Accessions - DoS	40-44	N/A	60.47%
Accessions - DoS	45-49	N/A	56.82%
Accessions - DoS	50-54	N/A	51.28%
Accessions - DoS	55-59	N/A	285.71%
Accessions - DoS	60-64	N/A	185.71%
Accessions - DoS	65 or more	N/A	300.00%
Accessions - DoS	All Employees	N/A	109.23%
Accessions - NASA	Less than 20	N/A	-48.78%
Accessions - NASA	20-24	N/A	-33.61%
Accessions - NASA	25-29	N/A	-23.08%
Accessions - NASA	30-34	N/A	-58.65%
Accessions - NASA	35-39	N/A	-70.08%
Accessions - NASA	40-44	N/A	-61.54%
Accessions - NASA	45-49	N/A	-36.84%
Accessions - NASA	50-54	N/A	-50.00%
Accessions - NASA	55-59	N/A	-37.50%
Accessions - NASA	60-64	N/A	-50.00%
Accessions - NASA	65 or more	N/A	-100.00%
Accessions - NASA	All Employees	N/A	-46.46%

Table 5 - %Change Table (Separations)

Measure	Age Group	% Change '98 to '08	% Change '01 to '08
Separations - Govt. Wide	Less than 20	N/A	-15.79%
Separations - Govt. Wide	20-24	N/A	11.05%
Separations - Govt. Wide	25-29	N/A	32.98%
Separations - Govt. Wide	30-34	N/A	-7.52%
Separations - Govt. Wide	35-39	N/A	-12.70%
Separations - Govt. Wide	40-44	N/A	-9.27%
Separations - Govt. Wide	45-49	N/A	-7.37%
Separations - Govt. Wide	50-54	N/A	-12.90%
Separations - Govt. Wide	55-59	N/A	47.56%
Separations - Govt. Wide	60-64	N/A	64.47%
Separations - Govt. Wide	65 or more	N/A	67.58%
Separations - Govt. Wide	All Employees	N/A	22.08%
Separations - Department of State	Less than 20	N/A	#DIV/0!
Separations - Department of State	20-24	N/A	58.33%
Separations - Department of State	25-29	N/A	27.59%
Separations - Department of State	30-34	N/A	73.68%
Separations - Department of State	35-39	N/A	166.67%
Separations - Department of State	40-44	N/A	-37.50%
Separations - Department of State	45-49	N/A	-30.43%
Separations - Department of State	50-54	N/A	40.00%
Separations - Department of State	55-59	N/A	36.67%
Separations - Department of State	60-64	N/A	80.95%
Separations - Department of State	65 or more	N/A	92.59%
Separations - Department of State	All Employees	N/A	44.93%
Separations - NASA	Less than 20	N/A	-83.33%
Separations - NASA	20-24	N/A	-15.79%
Separations - NASA	25-29	N/A	5.88%
Separations - NASA	30-34	N/A	-46.51%
Separations - NASA	35-39	N/A	-67.61%
Separations - NASA	40-44	N/A	-14.29%
Separations - NASA	45-49	N/A	-5.71%
Separations - NASA	50-54	N/A	113.64%
Separations - NASA	55-59	N/A	20.12%
Separations - NASA	60-64	N/A	42.25%
Separations - NASA	65 or more	N/A	98.33%
Separations - NASA	All Employees	N/A	12.65%

Appendix C – Interview Guides
Guide For Agency Officials

Audience	Priority	Question
Both	1	What are key items in the HC portfolio that put pressure on your staff?
Agency	1	What are key features of your workforce?
OPM	1	What is OPM's Identity when it comes to HC Transformation, what role do you play?
Both	2	Who are the HC key players in this area and what stakeholders have an interest in the issue?
Agency	2	What assets do you feel you have, whether its people, funding, legislative flexibility, supportive leadership, etc…in other words what are elements which ENABLE Transformation
OPM	2	Are there any priorities you have or mandates you are obliged to work on?
Agency	3	What are the factors that hold the agency back from transforming?
Agency	1	What are change initiatives that your agency has undertaken to improve recruitment and retention? Were any considerations made for catering to Gen Y or younger workers?
OPM	1	What are OPM's efforts--more generally--to combat the looming baby-boomer retirement?
Agency	2	What programs, policies or tools have been created or modified to transform recruitment and retention?
OPM	2	What prototypes/aids have you provided to agencies which were intended to help with talent management issues? How were those tools made gen-relevant?
Agency	3	What is the process for implementing these transformations? What factors do you consider?
Agency	4	How are transformations informed--e.g. how do Gen Y viewpoints become represented if there aren't that many in-house?
Both	5	What is your approach to measuring the results of HC transformation?
Both	1	What is your vision for talent management tin the 21st century?
Both	1	What have been some strategies or objectives? What have been obligations to consider?
OPM	1	What has been OPMs role in getting agencies to take actions on HC transformation to improve talent mgmt. of Gen Y workers?
Agency	2	Have there been any goals that you are tracking progress against?
Both	2	How do you stay accountable to transformation, internally and/or externally?
OPM	2	What is preventing change from happening?
Agency	3	What have been your greatest needs when attempting this change?
Both	1	What are your upcoming challenges and efforts, especially in light of a presidential transition?
Both	2	What are your biggest successes?
Both	3	What is on your wish list?
Both	1	What are initial outcomes and results?
Both	2	What are the general feelings of your key stakeholders regarding attempted transformations?
Both	1	Who else do you think I should talk to?
Both	2	What data is provide able?
Both	3	How can I make my research more relevant to you?

Guide for Former Interns

1. How have you been touched? In terms of communications, interactions or opportunities?
2. What worked for you, what did you like about this part of the process?
3. What didn't work for you?
4. How could the agency have done better to be more likely to recruit or retain you in the future during this part of the process?

Process Components (to be inquired about in questions 1-4)
Before you worked there
Pre-Recruiting: What is your exposure to the agency which made you want to apply?
Recruiting: Before submitting an application
Application process: Applying to the agency
Interview/Accepting an offer: self-explanatory

While you worked there
Orientation to the agency: Getting on board
Your actual job duties: Your day-to-day responsibilities
Activities at work, not directly tied to your job

After you worked there
Debriefing
Ongoing communication with the agency

5. Planning to work there any time after graduation, why or why not?
6. Were there any programs that you utilized to get your job, or that you plan to use in the future?
7. What were your overall impressions of the agency?