

Department of Commerce Workforce Restructuring Plan
Viewed within the
Human Capital Assessment and Accountability Framework
DRAFT 9/24/02

Strategic Alignment		
Human Capital Focus	HR Collaboration	

HC Focus: During Q1, FY03, Commerce will develop and implement a strategic HC communications plan to ensure that the workforce has input into the strategic HC agenda and that they understand and embrace that agenda. During that same quarter, bureaus will revise their restructuring plans to ensure that strategic HC planning remains current with mission and workforce developments.

HC Collaboration: The Department’s CFO Council and HRM Council serve as coordinating bodies to monitor implementation of the restructuring plan.

Commerce is shifting from HR “maintenance” activities (simply filling vacancies) to “workforce replenishment” (building competencies, redesigning organizations, creating career pipelines, etc.). In addition to intra-agency groups such as the Councils mentioned above, Commerce is leveraging HR expertise by chartering teams from among bureau HR staff to lead key activities, develop strategies, and implement pilots.

Workforce Planning & Deployment		
Workforce Planning	Workforce Deployment	PMA Alignment

<u>Workforce Analysis:</u>	<u>Workforce Restructuring Plan</u>
Date received @ OMB: 10/01	Date received @ OMB: 4/02
Reviewed by OPM: Yes	Reviewed by OPM: Yes

Note on restructuring plan: Commerce agreed to submit a Department-wide Workforce Restructuring Plan by March 2002. It delivered an interim plan in mid-April that lacked NOAA input, promising a complete plan in June. That plan provided a compilation of bureau plans with little Department-level strategic vision or direction. The agency stated that, in this initial planning stage, it would concentrate on moving its bureaus toward strategic thinking and advance to Department-wide considerations after this first year. OMB concurred with this approach. Since then, however, Commerce has exercised increased influence over bureaus, resulting in a more cohesive approach. The Department has developed an implementation plan with realistic, practical actions and products, accountable individuals, due dates, and regular status reports.

Workforce Planning: The Department acknowledges that the level of analysis varies among bureau restructuring plans. Bureaus have made progress defining current competency needs and have begun to project future competency needs based on influences such as E-government, re-engineering, and competitive sourcing.

During Q1, FY03, the Department will develop a prescribed analysis format for defining projected (“to be”) impact of these influences on organization structure and position design. During the following quarter, the agency will use the format to project “to be” organizations and positions and to refine workforce competency requirements. During Q4, FY03, the agency will develop a succession plan for non-supervisory, mission-critical jobs, specifying recruitment needs by job/competency, expected recruitment sources, responsible parties, and needed resources.

Commerce chartered a Competitive Sourcing Management Team consisting of senior staff from budgeting, acquisition, human resources, and bureau managers to develop linkages between workforce restructuring and competitive sourcing. Among the achievements of the team so far are the completion of the Department’s FY02-03 Competitive Sourcing Management Plan and the development of an interim competitive sourcing handbook that outlines employee rights and manager responsibilities. The Department will update its competency assessments and staffing plans as the results of A-76 studies become known in FY03. It plans to submit an updated Workforce Restructuring Plan covering FY04 and beyond during Q4, FY03.

Workforce Deployment: Commerce has compared administrative staffing levels with those of similar agencies. Department-wide, Commerce (at 9%) is below government-wide average (16%), but some sub-units, particularly NOAA, require change, including possible correction of misclassified positions. During Q1, FY02, Commerce will prescribe a format for bureaus to assess their administrative function. Bureaus are to conduct that assessment during Q2, FY03. Commerce has hired an Oversight and Accountability Officer who will work with bureaus to streamline administrative functions.

During Q1, FY03, the Department will reassess bureau restructuring plans and, as appropriate, task those with insufficient plans to reassess supervisory ratios and organizational layers. During Q3, FY03, the agency will, as required, revise its restructuring plan after reassessing supervisory ratios and organizational layers against government performance.

PMA Alignment: Commerce will assess progress against the goals in the Department Strategic Plan, specifically the “Management Integration” goal of strengthening management at all levels. The DOC Implementation Plan contains milestones and activity designed to integrate the PMA initiatives. Measures aligning PMA initiatives are included in the Annual Performance Plan. For example, the Fair Act Inventory will be one measure of HC progress. The Deputy Secretary is currently conducting a series of meetings with Departmental program leaders for each of the PMA initiatives prior to scheduled meetings with the Bureaus.

The Department continually assesses COOL, its automated application and rating system for potential enhancements. Staffing timeliness under the system is a performance measure in the annual performance plan. In conjunction with its E-HR Payroll initiative, the agency is exploring outsourcing HR assistants. It is also seeking automated ways to perform workforce planning assessments, HR analysis and forecasting, and data manipulation and reporting.

Leadership and Knowledge Management				
Change Management	Leadership Planning/Implementation	Integrity and Inspiring Employee Commitment	Strategic Knowledge Management	Continuous Learning and Improvement

Change Management: The Deputy Secretary met with leaders from each bureau to personally convey strategic HC goals and expectations. Commerce has implemented two critical standard performance requirements for the SES corps to ensure that they are held accountable for successfully leading organizational change, effectively developing and executing plans to accomplish strategic goals, setting clear priorities, making best use of resources, and conducting succession planning.

Leadership Planning/Implementation: By FY 2007, 344 members (71%) of the Department SES corps are expected to retire. Commerce will be recruiting/training executives with greater proficiency in networking, planning, and collaborating with external organizations than has been needed in the past. During Q1, FY03, Commerce will assess its SES Candidate Development Program to identify needed adjustments.

The agency will develop during Q4, FY03, a leadership succession planning document, specifying recruitment needs by job/competency, expected recruitment sources, responsible parties, and needed resources.

Using government-wide survey findings, the agency will conduct a self-assessment of its leadership development initiatives during Q1, FY03.

Integrity and Inspiring Employee Commitment:

The Department of Commerce promotes a climate of ethical behavior in the conduct of its programs and activities primarily through its Government Ethics Program, administered by the Ethics Division of the Office of the General Counsel. The Ethics Division provides extensive training opportunities for employees. Senior leaders receive individual briefings on the ethics rules and the ethics program upon entering the Department and personalized briefings annually. Those briefings emphasize senior management's responsibility as a role model for employees regarding ethical behavior. Mid-level managers have received training on their responsibilities as supervisors for assisting to implement the ethics program among subordinates. The Department's policy has been to provide ethics training to employees beyond those groups mandated by external regulation to receive such training, both at headquarters and in field offices. New employees receive copies of the Standards of Conduct and in-person ethics training, which describes the ethics program at the Department. In its most recent review of the Ethics Division's operation of the ethics program at the Department, the Office of Government Ethics gave high marks to the program generally and specifically noted the effectiveness of the training program. Each year, the Ethics Division prepares summaries of ethics rules by topic and for groups of employees for distribution. Significant changes in ethics rules are brought to employees' attention through mass e-mail notices, as are reminders of specific ethics rules (e.g., regarding holiday gifts, political activities) at appropriate times. All training activities reference the Inspector General's hotline for reporting suspected violations of the ethics rules and the role of that office with respect to enforcement of the ethics rules Commerce has also sponsored a number of All Hands meetings with

Secretary Evans and Deputy Secretary Bodman, most recently to unveil the new Commerce theme, “American Jobs - American Values.” Commerce has also purchased survey software to expand its capability to conduct surveys and analysis of employee attitudes and level of satisfaction. In addition, the Bureau of Economic Analysis was identified as an Employer of Choice according to recent OPM survey data and will serve as a best practice for the rest of Agency.

Strategic Knowledge Management: Commerce will model the IRS knowledge management program, which leverages technology (using web pages) to build and transfer knowledge. It will also implement training in shared competencies such as resource management, procurement, project management, contract and grants management, planning, budget, communications, decision making, and problem solving.

Continuous Learning and Improvement: Commerce has identified three mission-critical areas (called Communities of Practice) to leverage bureau resources and collaborate when developing competencies and addressing recruitment and retention issues. The Communities of Practice (CoP) are: economics/statistics/business practice; scientific and technical knowledge practice; and leadership and management practice. It has assigned a bureau to lead each community in sharing best practices, expertise, and lessons learned. This program was implemented Q4, FY02.

The agency is acquiring an on-line e-learning system that will provide over 1,000 desktop courses, an individual development plan module, and an efficient management and tracking system for training.

The Department is scheduled to develop a prescribed format for analyzing workforce learning gaps in Q2, FY03, and conducting a workforce learning gap analysis the following quarter.

Performance Culture		
Performance Management	Diversity	Employee-Management Relations

Performance Management: The Department is implementing several web-based systems to provide broad and consistent access to information on performance and awards, including a Performance Management Handbook and the Commerce Performance and Awards System (ComPas), which tracks all aspects of performance management from the creation of elements and standards to the summary rating. ComPas was piloted during Q4, FY02.

Using government-wide survey findings, the agency will conduct a self-assessment of its performance culture during Q1, FY03.

Diversity: The Department of Commerce (DOC) identifies, monitors and addresses the under representation of minorities and women, and the underutilization of disabled veterans and individuals with disabilities. A principal method by which this is done is through development of annual plans and accomplishment reports under the Federal Equal Opportunity Recruitment Program (FEORP), affirmative employment program for minorities and women, Disabled Veterans Affirmative Action

Program (DVAAP), and program for individuals with disabilities. Specific outreach and other efforts are identified based on analyses of employment data for members of these groups.

In Q4 FY02 DOC is updating the Hispanic Employment Plan, which was developed in 1999 to address Hispanic under-representation within the Department. A key feature of the plan is the establishment and implementation of nine (9) Memoranda of Understanding with Hispanic Minority Serving Institutions.

Employee Groups. The Department has an active diversity program open to all interested groups. The Chief Financial Officer/Assistant Secretary for Administration meets with employee groups such as Blacks in Government (BIG), Commerce Latino Employees Organization (CLEO), and the Department of Commerce Disability Action Committee (DOCDAC) to keep abreast of their interests and concerns.

Currently the CLEO is providing input to the revision and update of the Department's Hispanic Employment Plan. The Office of Human Resources Management (OHRM) coordinated a recruiter training session with CLEO in February 2002. The training session informed recruiters about Hispanic culture and created an awareness of potential Hispanic applicants that may not be shared by other ethnic groups.

The DOCDAC expressed a concern that our automated vacancy announcement and application system, Commerce Opportunities OnLine (COOL), may not be reaching as it might into the disability community. OHRM has partnered with disability organizations such as NISH, formerly the National Industries for the Severely Handicapped, and the United Cerebral Palsy Association to determine how Commerce might further reach the disability community through COOL.

In Q4 FY02, OHRM's Director of the Office of Management and Administrative Support delivered a presentation on the President's Management Agenda at the 2002 Annual Blacks in Government Training Conference. The presentation focused on human capital issues, workforce restructuring and career development in view of proposed changes such as e-gov, reengineering and competitive sourcing

Diversity Working Group. A Diversity Working Group (DWG) composed of bureau representatives from both Human Resources and Civil Rights offices recommends activities to leverage resources and improve the applicant pool for vacancy announcements. The DWG developed a recruitment schedule composed of national minority organizations such as the National Urban League, the National Council of LaRaza, the Organization of Chinese Americans, the Society of Professional Hispanic Engineers, and the DOC partner HSIs. The Department pays the registration to recruit at these events. The bureaus send recruiters, paying only their travel costs. Originally the recruitment schedule targeted 20 events for FY 02. However, the schedule expanded to 24 as new events were identified. To evaluate the success of each career fair, every recruiter completes an Event Survey Form. The recruiter's input is one of the factors that determine whether the career fair remains on the recruitment schedule.

Job Fair Resume Database. Resumes are collected at career fairs and are scanned into the Job Fair Resume Database (JFRD). Managers and Human Resources staff may access the JFRD and search on specific criteria such as grade point average, degree, major, locality, key word or string of words, e.g., computer science or membership in professional associations. Once applicants are identified, they may

be contacted and encouraged to apply for vacancies. The JFRD empowers managers to enrich the applicant pool for vacant positions. The goal was to market at least 350 resumes. The career fairs were so successful that the JFRD contains 1381 applicants, almost four times the goal.

A brochure was developed to market the JFRD to managers and human resources staff. The brochures were distributed at demonstrations of the JFRD to human resources staffs. The bureau human resources staffs will in turn demonstrate the JFRD and distribute the brochures to their managers. To reinforce the brochure, a broadcast email will be electronically distributed 30 to 60 days after final distribution of the brochures.

Marketing Tools. Brochures such as *Realize Your Dreams* and *Student Employment Opportunities* were developed to market the Department as an employer of choice at career fairs or through college career services offices. Print and electronic media advertisement were developed to recruit employees through minority publications. Banners and pop-up stands were developed to attract applicants to the Department's booth at career fairs.

Employee-Management Relations: In Q4 FY02, Commerce began reviewing all HR policies to update them and to ensure that the authority to take appropriate action was delegated to the lowest level practicable to allow for effective operations and supervision of employees. They will ensure that those most familiar with an employee's assignments, work product and conduct will be empowered to make relevant decisions. Specifically, a new Administrative Grievance Procedure is under development to include a provision for Alternative Dispute Resolution (ADR) methods. Currently, ADR is used on an ad hoc basis for employee relations' issues; the new guidance will formalize the practice.

Also in development is a handbook for managers and supervisors, which outlines their human resources management (HRM) responsibilities, authorities, and requirements in all the functional areas. The handbook explains both regulatory requirements and flexible opportunities for managerial discretion. The handbook will form the basis from which a comprehensive HRM training course for all managers and supervisors will be developed and implemented in 2003.

During Q4 of FY02 Commerce has completed a series of supervisory training workshops addressing and resolving poor performance with a specific focus on conduct and discipline, as well as positive and negative consequences of behavior. This training is mandatory for all managers in the CFO/ASA organization.

Commerce enjoys a collaborative relationship with the majority of its local unions. Contracts are in place and historically have been negotiated with little or no assistance from third parties.

Talent	
Workforce Analysis	Compete for Talent

Commerce considers its three primary HC challenges to be: high turnover in mission-critical jobs; surge in retirements, especially SES; and gaps in general, technical, and leadership competencies.

Workforce Analysis: See p. 2 of 06/02 Restructuring Plan for projected retirement levels in key occupations.

Compete for Talent: Pending finalization of the policy, Commerce is scheduled to implement a Department-wide telecommuting policy during Q4, FY02. During Q1, FY03, Commerce will conduct assessments of recruitment trips and appropriate utilization of staffing appointments Department-wide. Commerce will also expand outreach for mission critical positions.

During Q2, FY03, it will determine what recruitment and staffing needs can be met centrally. During Q3, FY03, the agency will be developing a Department-wide business case for acquiring additional HR flexibilities. During the following quarter, Commerce will reassess HC flexibility publicity and delegation needs and implement appropriate action.

Accountability
Agency-wide System for Ensuring Accountability in Human Capital

Commerce hired an Oversight and Accountability Officer to implement and monitor an accountability system. The FY03 DOC HRM Accountability System Plan was developed in partnership with the bureaus through an accountability counterpart team. Commerce will submit the accountability system plan by the end of Q4, FY02 to OPM. The plan is closely aligned with OPM's Human Capital and Accountability Framework. Commerce has phased in accountability metrics, based on the scorecard, for the CFO and HRM Councils to use in assessing progress. Pending receipt of the OPM Human Capital Survey, Commerce will analyze data assessing whether employees believe significant personnel actions comply with merit-based principles, followed by action planning based on the results.