



ARROYO CENTER

THE ARTS
CHILD POLICY
CIVIL JUSTICE
EDUCATION
ENERGY AND ENVIRONMENT
HEALTH AND HEALTH CARE
INTERNATIONAL AFFAIRS
NATIONAL SECURITY
POPULATION AND AGING
PUBLIC SAFETY
SCIENCE AND TECHNOLOGY
SUBSTANCE ABUSE
TERRORISM AND
HOMELAND SECURITY
TRANSPORTATION AND
INFRASTRUCTURE
WORKFORCE AND WORKPLACE

This PDF document was made available from www.rand.org as a public service of the RAND Corporation.

[Jump down to document](#) ▼

The RAND Corporation is a nonprofit research organization providing objective analysis and effective solutions that address the challenges facing the public and private sectors around the world.

Support RAND

[Purchase this document](#)

[Browse Books & Publications](#)

[Make a charitable contribution](#)

For More Information

Visit RAND at www.rand.org

Explore the [RAND Arroyo Center](#)

View [document details](#)

Limited Electronic Distribution Rights

This document and trademark(s) contained herein are protected by law as indicated in a notice appearing later in this work. This electronic representation of RAND intellectual property is provided for non-commercial use only. Unauthorized posting of RAND PDFs to a non-RAND Web site is prohibited. RAND PDFs are protected under copyright law. Permission is required from RAND to reproduce, or reuse in another form, any of our research documents for commercial use. For information on reprint and linking permissions, please see [RAND Permissions](#).

This product is part of the RAND Corporation monograph series. RAND monographs present major research findings that address the challenges facing the public and private sectors. All RAND monographs undergo rigorous peer review to ensure high standards for research quality and objectivity.

Supporting the U.S. Army Human Resources Command's Human Capital Strategic Planning

Ralph Masi, Anny Wong, John E. Boon, Jr.,
Peter Schirmer, Jerry M. Sollinger

Prepared for the United States Army
Approved for public release; distribution unlimited



RAND

ARROYO CENTER

The research described in this report was sponsored by the United States Army under Contract No. W74V8H-06-C-0001.

Library of Congress Cataloging-in-Publication Data

Supporting the U.S. Army Human Resources Command's human capital strategic planning / Ralph Masi ... [et al.].

p. cm.

Includes bibliographical references.

ISBN 978-0-8330-4728-1 (pbk. : alk. paper)

1. United States. Army. Human Resources Command—Planning. 2. United States. Army. Human Resources Command—Management. 3. United States. Army—Personnel management—Planning. I. Masi, Ralph.

UB323.S86 2009

355.6'1—dc22

2009028372

The RAND Corporation is a nonprofit research organization providing objective analysis and effective solutions that address the challenges facing the public and private sectors around the world. RAND's publications do not necessarily reflect the opinions of its research clients and sponsors.

RAND® is a registered trademark.

© Copyright 2009 RAND Corporation

Permission is given to duplicate this document for personal use only, as long as it is unaltered and complete. Copies may not be duplicated for commercial purposes. Unauthorized posting of RAND documents to a non-RAND Web site is prohibited. RAND documents are protected under copyright law. For information on reprint and linking permissions, please visit the RAND permissions page (<http://www.rand.org/publications/permissions.html>).

Published 2009 by the RAND Corporation

1776 Main Street, P.O. Box 2138, Santa Monica, CA 90407-2138

1200 South Hayes Street, Arlington, VA 22202-5050

4570 Fifth Avenue, Suite 600, Pittsburgh, PA 15213-2665

RAND URL: <http://www.rand.org>

To order RAND documents or to obtain additional information, contact

Distribution Services: Telephone: (310) 451-7002;

Fax: (310) 451-6915; Email: order@rand.org

Summary

Background

The 2005 Base Realignment and Closure (BRAC) legislation directed the Army to move Army Human Resources Command (HRC) from its locations in Alexandria, Virginia, Indianapolis, Indiana, and St. Louis, Missouri to Fort Knox, Kentucky and to consolidate all functions there not later than 15 September 2011. Additionally, the Department of the Army had directed a 30 percent reduction in HRC's staff, requiring reorganization of the command. As a result, in spring 2006, RAND Arroyo Center was asked to help HRC run a scenario-driven exercise that examined the latter's ability to meet the Army's military personnel demands with a modified organizational structure.

During this exercise, numerous complications arising from the reduced organizational structure were identified and documented; many of the complications centered on shortfalls in the kinds of staff expertise required to handle difficult issues occurring in a new organizational context. In light of the difficulties these shortfalls would eventually pose for HRC and the Army, HRC asked Arroyo to help resolve the problem.

Research Tasks and Approach

The project had three research tasks. The first was to develop personnel competency models for those positions that would survive HRC's reorganization. The goal of this task was to identify the competencies required by personnel at each level of HRC (executive, senior, and line

levels) to carry out key HRC functions. A second task was to conduct a “gap analysis” of differences between competencies that key HRC staff would need to have in the future and HRC’s ability to address them over the near and long terms, in terms of skill and manpower availability in the greater Fort Knox area. The third and final task of the project was to develop training concepts to close gaps between the future workforce’s competency needs and the availability of these skills, taking new location and organizational structure into account.

The HRC concept for the first project task—competency modeling—initially called for interviews with 30 subject matter experts (SMEs); this convenience sample was envisioned by HRC as being reasonably well-suited to providing data for the first task. Instead, and following a series of discussions with (and targeted presentations by) Arroyo staff, HRC applied a considerably larger level of effort and more analytical rigor to this key task and allowed its staff to be surveyed on competency requirements and the necessary proficiency levels associated with them.

Thus, in winter 2007, Arroyo staff began archival research into the most current, reliable, and valid forms of competency modeling, and also began to interview key HRC staff members for their views on competencies critical to HRC’s functioning. This information, along with fresh insights into the command, was then considered in the context of HRC’s mission, the manpower demands related to its BRAC mandate to relocate and consolidate at Fort Knox, and the Army’s decision to create a new, leaner HRC structure.

We identified 150 survey questions related to HRC competencies. The number and nature of questions varied based on the level in the organizational hierarchy occupied by respondents. In addition to questions pertaining to competencies, we developed sections on education and training as well as background and experience, along with a section that probed prospective respondents’ understanding of HRC’s evolving future. The survey instrument was then programmed for eventual web-basing, tested across a range of volunteers (including HRC key leaders), placed online, and, finally, administered to a sizable, representative, stratified sample of selected HRC personnel during May–June 2007. Competencies required for effectiveness in respective positions, associ-

ated proficiency levels, and the types of education, training, and work experience perceived as required were all surveyed, with a response rate of 68 percent.

Results and Recommendations

Findings

Analysis of our research led to the following three findings.

Competency and proficiency demands will hold constant. Analysis demonstrated that, with two exceptions, HRC can expect no changes in the demands for competencies or proficiencies in the future. The two exceptions were (1) management of Army Reserve (AR) and Army National Guard (ARNG) readiness and deployment, and (2) merged management of enlisted and officer personnel. Nevertheless, HRC is likely to lose a significant share of its experienced staff in the process of moving to Fort Knox, and their knowledge and experience will have to be replaced.

It will be difficult to meet workforce demands in the Fort Knox area. Gap analysis subsequently showed that it will be difficult for HRC to meet its near-term (2010–2012) workforce quantity and quality demands in the Fort Knox area, both because the demands will be high and because the supply in some areas will be low. HRC's estimates indicate that fewer than 40 percent of current incumbents (in 2,100 civil service and 300 contractor positions being retained in the relocation to Fort Knox) will likely move to Kentucky. Furthermore, 40 percent of the current workforce is also eligible for retirement by 2010, and an additional 30 percent is eligible for early retirement by the same date. Low retention's effects on meeting workforce demand are compounded by the finding that the Fort Knox area is not a promising recruiting ground. Extensive field and archival research into the Fort Knox area labor market indicate that industries located there struggle despite extensive recruiting plans and actions and that civil service hiring rules make the problem more difficult for the Army.

Ensuring a fully staffed and competent HRC workforce beyond 2010 will require long-term recruiting, development, and manage-

ment strategies. These efforts will need to be greater than those initially envisioned by HRC. HRC will need different near- and long-term approaches, including prioritized retention strategies, national searches, and targeted recruiting at Fort Knox. The overall process should emphasize first narrowing quantitative and qualitative gaps in the workforce in the near term (between 2010 and 2012), and then closing them by 2013 and beyond; this occurs as the workforce stabilizes and more and more workers gain required competencies and associated proficiency levels. Associated actions must begin presently, however, and be in consonance with a clear, well-resourced institutional human capital strategy. This strategy, with modifications as appropriate along the way, should carry HRC from the present through 2013 and beyond.

Recommendations

Our findings lead us to four recommendations. First, HRC should formulate an institutional human capital strategy to provide a coherent framework to guide marketing, hiring, training, performance evaluation, and other activities designed to create, develop, and retain a new workforce. Development and implementation of this strategy should begin now. Designation of an executive-level staff agent to lead the development of its human capital strategy is essential. HRC would further profit by designating a Chief of Training and Staff Development at this crucial time, to integrate personnel competency requirements into training activities across the organization and to work with HRC supervisors and employees to determine staff development needs and strategies.

Second, HRC should use personnel competency modeling results from this research to determine competency and proficiency requirements. Determination of these requirements will aid HRC in developing training curricula, defining specific job requirements, and enhancing the ability of supervisors to evaluate worker performance and make recommendations for staff development.

Third, we recommend that HRC's plan for a new training framework rest on four concepts. Specifically, we recommend that HRC (1) narrow quantitative and qualitative gaps over the short term (from 2010

to 2012), (2) close those gaps over the longer term (beyond 2012), (3) use outcome-driven, competency-based recruiting, training, and evaluation, and (4) conduct continuous training, evaluation, and upgrading to build long-term workforce capacity and stability.

Fourth, HRC should adopt an approach to training and development that links competency requirements to constructs and actions tied to recruiting, training, and evaluation, to include partnering with Kentucky's educational institutions to produce the necessary competencies. With adjustments by HRC as appropriate, the approach should provide a basis for operational specifications of competencies and proficiency levels, as well as means to attain them.