White Paper: Tour of Duty Hiring

You can do this too. We are not special snowflakes; these are hiring authorities that are available to every agency in government.

—Jennifer Anastasoff, Founding Member, U.S. Digital Service[1]

A. Overview

Tour of duty programs utilize the diverse hiring authorities available to federal agencies to temporarily employ executives, entrepreneurs, technologists, and other innovators. Drawing in fresh, outside talent can be an important avenue for infusing new, innovative thinking into federal work. The purpose of this white paper is to provide an overview of tour of duty, including its benefits and implementation guidelines within federal agencies. The information in this paper is largely based on relevant literature, including articles from journals, news, and program documents, as well as interviews with agency managers and others across the federal government. For readers interested in learning more about the role, development, and impact of tour of duty programs, case studies of six tour of duty programs can be found in Appendix A, supporting policies in Appendix B, additional resources in Appendix C, and an example memo and template for establishing a fellowship program in Appendix D. Note that the descriptions of Federal hiring policies, procedures, and regulations in this white paper are intended for information purposes only; Federal employees should consult with their Human Resources office for agency-specific guidance.

1. Introduction

The caliber of the people that federal agencies can recruit, hire, and retain has a decisive impact on public sector performance. Agencies already draw on the efforts of a diverse and talented workforce, but many could gain additional benefits by tapping into a new class of talent through temporary "tours of duty". Flexible hiring authorities exist that allow agencies to recruit students and private sector personnel for a short period of government service. Tour of duty hiring approaches can help agencies rapidly address technical skill gaps and tackle emerging challenges.

This guide lays out the rationales and use cases for tour of duty hiring, highlighting instances where tour of duty positions have had a measurable impact on agencies.

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[1] J. Anastasoff, in-person interview, September 9, 2016.

2. Why

Tour of duty appointments can be useful for recruiting top-class talent with specialized skills. The model can be especially alluring to talent with technical expertise who might not otherwise have considered public service. Jennifer Tress, former Director of Talent at 18F, explains: "These [two-year] terms actually do a good job of saying [to recruited hires], 'We want you here for a focused period of time, and we want you here to disrupt in a respectful way.'" By drawing upon a talent pool from the private sector, tours of duty can help infuse new technologies and innovative practices into agencies. Agencies can reap additional benefits from using tour of duty authorities to bring in domain experts from a variety of fields including, but not limited to, digital technology, process improvement, data science and data-driven decision-making, finance, legal, and contracting. The advantages of temporarily hiring world-class talent can extend beyond filling critical skills gaps to helping agencies define frontier problems and goals.[2] For agencies, tour of duty hiring can help mitigate specific challenges, such as long hiring times, compared to traditional hiring authorities.

At the Department of Health and Human Services (HHS), the Entrepreneur-in-Residence (EIR) program grafts entrepreneurs onto teams that have great ideas but need additional specific skills to execute them. Since the inception of the Presidential Innovation Fellows (2012), the U.S. Digital Service (USDS) (2014), and 18F (2014), these programs have collectively facilitated the tours of duty of more than 450 engineers, designers, data scientists, and product managers in over 25 agencies.[3]

Disconnects between human capital offices and program offices can also result in misalignments between posted job requirements and the actual programmatic needs for domain experts. In a February 2016 study conducted by the National Academy of Public Administration and ICF International, 31 percent of the surveyed federal leadership reported that a lack of employees with current digital skills was a significant barrier to realizing the full potential of digital technology in their agency.[4] Several agency leaders and staff observed that job applicants they might have deemed the most qualified are not always selected through the traditional hiring process, in part

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[2] A. Chopra, "Memorandum for the National Science & Technology Council Committee On Technology - Subject: Open Innovator's Toolkit," Executive Office of the President, National Science and Technology Council, February 8, 2012, https://obamawhitehouse.archives.gov/sites/default/files/microsites/ostp/openinnovatortoolkit_nstcmemo.pdf

[3] Presidential Innovation Fellows, "Fellows," https://presidentialinnovationfellows.gov/fellows; U.S. Digital Service, "Report to Congress," December 2016, https://www.usds.gov/report-to-congress/2016; 18F, "About 18F," https://18f.gsa.gov/about; T. Kalil and C. Dorgelo, "100 Examples of Putting Science in Its Rightful Place," White House Blog, June 21, 2016, https://obamawhitehouse.archives.gov/blog/2016/06/21/100-examples-putting-science-its-rightful-place

[4] National Academy of Public Administration and ICF International, *Federal Leaders Digital Insight Survey*, February 2016, http://napawash.org/images/reports/2016/FLDIS_Feb_2016_Report_Final.pdf

due to applicants' lack of familiarity on how to optimize applications through USAJOBS (e.g. tailoring resumes for keyword matches).[5] Tour of duty authorities may give agencies more options in how they can advertise and recruit for talent, enabling them to select and onboard the candidates who are truly best-suited for an agency's priority needs.

3. How

How can agencies attract top talent on a temporary basis? Domain experts and outside leaders can be engaged by an active recruitment strategy framed around a "call to serve," explains Tress. An effective public service appeal tells prospective hires that they have tremendous skills that are valuable to the government and asks them directly to use those skills to serve their country. Each federal agency has access to government-wide authorities as well as their own specific personnel authorities that allow for tour of duty hires. Examples of authorities that can facilitate tour of duty stints include the Intergovernmental Personnel Act (IPA), Direct Hire Authority (with permission from Office of Personnel Management (OPM)), Schedule A hiring authority for fellowships and industry exchange programs (Schedule A(r)), and Expert and Consultant Pay. Agencies can use the Schedule A(r) to hire candidates for two-year appointments with the option of a two-year extension. (See Appendix B for additional supporting policies.)

Tour of duty authorities provide a complement—not a replacement—to traditional competitive hiring practices by allowing federal agencies to hire and onboard candidates at an accelerated pace compared to the traditional hiring process. A longer hiring timeline increases the risk of federal agencies losing a candidate to another opportunity. Generally the more competitive or specialized area of expertise of a candidate, the higher the risk of losing them if hiring is delayed. After the USDS invested in building a streamlined process for tour of duty hiring, their average time-to-offer decreased from 150 business days to 34 business days.[6] Decreasing time-to-hire is critical for sourcing talent for short-term needs, and it can directly improve the quality of hired candidates.

Understanding and properly using all available authorities can help each agency's human capital team meet strategically recruit for certain demographics, qualifications, and meet agency hiring needs more efficiently. OPM offers additional guidance on different hiring authorities and recruitment approaches that agencies may use.[7] Federal employees may consider discussing options for tour of duty hiring with their human resources (HR) manager or other relevant officials at their respective agency.

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[5] Ibid.

[6] J. Anastasoff, in-person interview, September 9, 2016.

[7] Office of Personnel Management, *Human Resources Flexibilities and Authorities in the Federal Government*, August 2013, https://www.opm.gov/policy-data-oversight/pay-leave/reference-materials/handbooks/humanresourcesflexibilitiesauthorities.pdf

B. Background

Since the Pendleton Act of 1883, positions in the federal civil service have been traditionally awarded through a competitive examination. Competitive service appointments require public notice, typically on USAJOBS, and applicants must complete the competitive hiring process, which consists of a written test and evaluation of the applicant's education, experience, or other necessary attributes for the position. Competitive examination is open to everyone and is intended to serve as the primary method to bring new hires into the federal civil service. Special hiring authorities were created to allow federal agencies to hire when it is not feasible to use the traditional competitive hiring process. Exemptions from the competitive examination process include specific groups, such as veterans and individuals with disabilities, or for specific positions. In addition, special hiring authorities for tours of duty can be granted government-wide or to specific federal agencies.

1. Permanent and Nonpermanent Appointments

Positions within the federal civil service can be categorized as either permanent or nonpermanent. Permanent positions within the traditional competitive service do not have a prescribed end date. In contrast, nonpermanent positions are short-term or long-term assignments, are classified as temporary (up to 1 year with a 1 year extension), term (up to 4 years), or indefinite (no specified end date) (See Figure 1).[8] All federal agencies have the authority to hire term and temporary employees under Title 5.[9] Existing agency-specific supplementary hiring authorities can provide additional hiring flexibilities not available through Title 5, such as longer term lengths, extensions to term appointments, and the conversion of term appointments to permanent positions.[10] Time-limited assignments may also be specified by the established provisions in hiring authorities or at the agency's discretion. Tour of duty models use a combination of temporary, term, time-limited, or indefinite appointments depending on the available agency hiring authorities. (See Appendix B.)

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[8] Ibid.

[9] Title 5 CFR 316.301-316.304

[10] D. Basco, et al., "Federal Term Appointment Hiring Authorities for Science, Technology, Engineering, and Mathematics Personnel," Institute for Defense Analyses, April 2014.
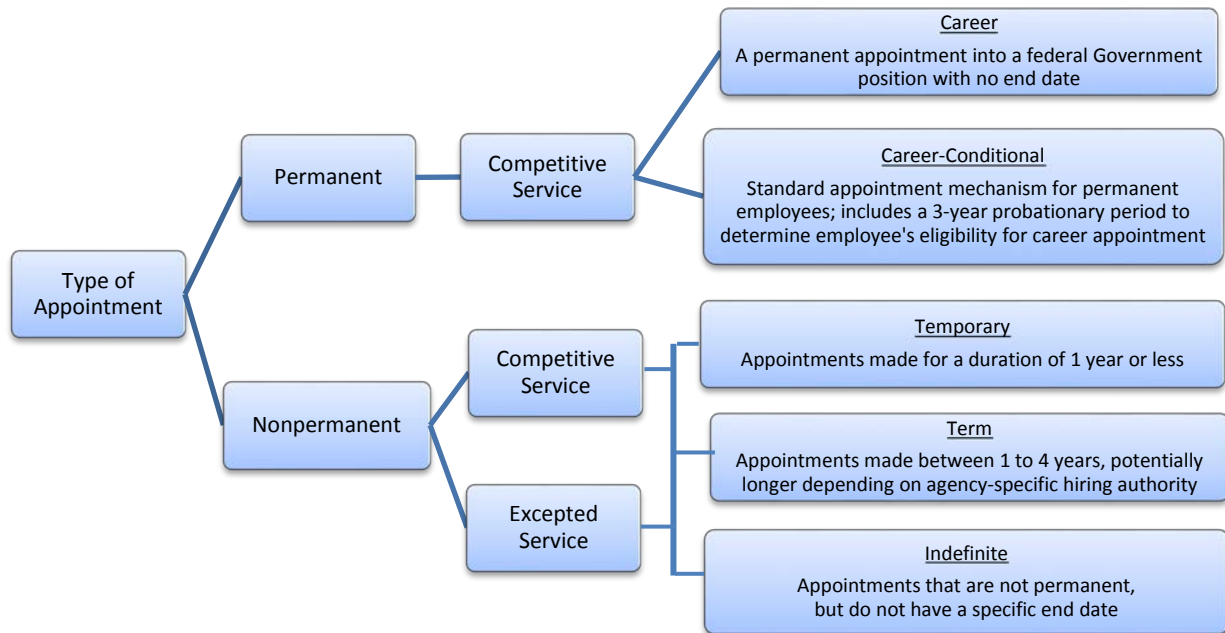
Figure 1. Categories of Permanent and Nonpermanent Federal Appointments

Modified from: D. Basco, et al., "Federal Term Appointing Hiring Authorities for Science, Technology, Engineering, and Mathematics Personnel," IDA Science and Technology Policy Institute, IDA Document D-5148, April 2014, pg. 2.

2. Non-Competitive Hiring

Excepted service permits agencies to fill jobs when it is not practical to use competitive examination. An entire federal agency, such as the Federal Bureau of Investigation (FBI), or specific positions, such as attorneys, may fall under the excepted service hiring authority (5 CFR part 213).[11] In addition, veterans, persons with disabilities, many current and former federal employees, and returning Peace Corps volunteers are examples of individuals eligible for non-competitive appointment in the competitive service (5 CFR 315.607). OPM can issue a government-wide or agency-specific Direct Hire Authority (5 CFR 337 Subpart B) under the competitive service when OPM determines there is a severe shortage of candidates or a critical

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[11] Office of Personnel Management, "Hiring Information: Excepted Service," https://www.opm.gov/policy-data-oversight/hiring-information/excepted-service/

hiring need.[12,13] Government-wide excepted service appointments include 30-day critical needs appointments and information technology appointments.[14] Excepted service appointments can be term limited or indefinite, meaning there is no specified end date. (See Appendix B.)

3.   Extension and Conversion of Appointments

A variety of hiring authorities exist to implement the short-term hiring used in tours of duty. However, conditions of its use can vary by agency. In the competitive and excepted service, appointments using a temporary, term, or time-limited authority have restricted time periods of employment. Additionally, federal agencies that hire talent using these appointments may find it challenging to extend or permanently retain tour of duty employees. Only a limited number of hiring authorities permit an appointment in the excepted service to convert to a permanent career position without having to complete the competitive examination process. For example, the Presidential Management Fellows (PMF) Program has an authority allowing agencies to noncompetitively convert PMFs from term employees in the excepted service after their two- year fellowship to a career position in the competitive service.

C.   Considerations for Use

Tour of duty may be a suitable option for an agency who has identified a workforce need that requires a well-defined objective and has a limited time period to meet that objective. Agencies may also find the tour of duty model beneficial for solving short-term staff shortages, filling critical need positions, or acquiring specialized skills.[15] While tour of duty hiring approaches are frequently used for digital and technical talent, they are not limited to recruiting technologists. Federal agency objectives may include acquiring employees with knowledge for specific projects or issues, including:

- Executives who can provide senior agency leadership (e.g. Chief Innovation Officers);[16]

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[12]   HR University, "Hiring Authorities/Other Hiring Options – Direct Hire," Recruitment Policy Studio/Federal Section/Hiring Toolkit, https://hru.gov/Studio_Recruitment/HT_05_Direct_Hire.aspx#pnlToolkit

[13]   See U.S. Merit Systems Protection Board, *The Impact of Recruitment Strategy on Fair and Open Competition for Federal Jobs*, January 2015, for further information on the Competitive Civil Service, http://www.mspb.gov/netsearch/viewdocs.aspx?docnumber=1118751&version=1123213

[14]   HR University, "Excepted Service Hiring - Understanding the Excepted Service," Recruitment Policy Studio/Federal Section/Hiring Toolkit, https://hru.gov/Studio_Recruitment/HT_Excepted_Service_Hiring.aspx#pnlToolkit

[15]   HR University, "Hiring Authorities/Other Hiring Options – Direct Hire," Recruitment Policy Studio/Federal Section/Hiring Toolkit, https://hru.gov/Studio_Recruitment/HT_05_Direct_Hire.aspx#pnlToolkit

[16]   IPA 5 USC §§ 3371-3375

- Entrepreneurs who can help deploy innovative advances;[17]

- Domain specialists who have expertise in human-centered design and other user-centered approaches;[18] and

- Academic experts who have deep subject matter expertise.[19]

D. Implementation Guidelines

Agencies may wish to consider agency workforce needs most relevant to the use of authorities, review hiring authorities, identify recruiting needs, and evaluate candidates when implementing tours of duty at their agencies.

1. Consider Agency Workforce Needs

Agencies could consider how workforce needs can be met through programs and the use of authorities to bring tours of duty into their agencies, such as:

- Internship or fellowship programs may provide developmental or professional experiences to individuals who have completed their formal education and facilitate an agency's succession planning needs;

- Training and associateship programs can be designed to increase the pool of qualified candidates in a particular occupational specialty;

- Professional/industry exchange programs may provide for a cross-fertilization between the agency and the private sector to foster mutual understanding, an exchange of ideas, or to bring experienced practitioners to the agency; and

- Residency programs may allow participants to gain experience in a federal clinical environment.

In the evaluation process, agencies can work with their HR officials to understand options for hiring candidates. As an example, the interactive online questionnaire developed by OPM's HR University, excerpt shown in Resource Box 1: Hiring Decision Tool, can be used to determine an agency's needs.[20] HR University was launched in February 2011 as the federal government's "one-stop-stop" for federal HR training. The Hiring Decision Tool is hosted on HR University's online platform and provides results of applicable flexible hiring authorities, including those that facilitate tours of duty.

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[17] IPA 5 USS §§ 3371-3375

[18] Information Technology Exchange Program USC §§ 3701-3707

[19] Selected authorizations include 5 USC § 3109(b), P.L. 81-507

[20] HR University, "Hiring Decision Tool," Recruitment Policy Studio/Federal Section/Hiring Toolkit, https://hru.gov/Studio_Recruitment/HT_Hiring_Decision_Tool.aspx

Resource Box 1. Hiring Decision Tool

1. Do you have a need for talent with technical skills in the areas of: information technology, acquisitions, cyber security, or medical occupations and…
   a) A critical hiring need?
   b) Practical workforce experience?
2. Are you seeking candidates with a track record of federal government service?
3. Could the position be filled with an applicant who has a severe physical disability, psychiatric disability, or intellectual disability?
4. Do you have positions that could be filled through formal training/developmental programs and…
   a) Do you have the time to develop your workforce by hiring students or recent graduates?
   b) Are these entry-level positions?
5. Do you have a need to bring in talent from state government, academia, or non-profits, for cross-fertilization of ideas?
6. Is the position to be filled at the expert level with responsibility for mentoring junior level staff?
7. Are you looking for candidates with advanced degrees (masters, doctorate, or professional) to help the federal government take the lead with solving scientific and technological challenges?
8. Do you have a critical need to fill a short-term job or need to fill a continuing job pending completion of examining, clearances, or other procedures?
9. Are you looking for candidates with international experience or cross-cultural understanding on issues ranging from health, education to business development?
10. Are you looking for tech talent/digital services experts to work on forward facing, high tech projects?
11. Do you have a need to fill non-permanent positions to work on projects of limited duration?
12. Does the candidate have superior qualifications or does the agency have a special need for the candidate's services?
13. Does the candidate have a federal rate of pay that could be used to set pay above his or her entitlement?
14. Is the position you are recruiting for likely to be difficult to fill in the absence of an incentive?
15. Has a current government employee applied for a position that is likely to be difficult to fill in the absence of an incentive and the employee must relocate to accept the position?
16. Does the highly-qualified candidate for the position you are filling have a federally insured student loan?
17. Are the skills and experience that the candidate possesses necessary to achieve an important agency mission or performance goal?

Excerpt: HR University, "Hiring Decision Tool", https://hru.gov/Studio_Recruitment/HT_Hiring_Decision_Tool.aspx

2. Review of All Applicable Hiring Authorities and Options to Establish New Programs

Federal agencies have many hiring authorities available to them to restructure their workforce for a tour of duty model, however not all are commonly used. For example, the Fellowships and Industry Exchange Programs Hiring Authority (Schedule A(r) authority) is a government-wide excepted service hiring authority that can be a powerful tool for agencies to source talent. (See Resource Box 2: Fact Sheet: Fellowships and Industry Exchange Programs Hiring Authority

5 CFR 213.3102 (r)). However, according to Tress, its implementation can be misunderstood.[21,22] Agencies could reference the template memo for establishing a Schedule A(r) Fellowship Program as an example (See Appendix D).[23]

In addition to the Schedule A(r) hiring authority, several other tour of duty authorities exist, including the Intergovernmental Personnel Act (IPA), Direct Hire Authority (with permission from OPM), and the Expert and Consultant Pay.[24] (See Appendix B.) When selecting a flexible hiring authority, agencies could consider the requirements of one hiring authority over another, such as time restrictions, conversion opportunity, and hiring through the competitive service versus the excepted service.

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[21] J. Tress, phone interview, August 2, 2016.

[22] Schedule A- 5 CFR 213.3102 (r)

[23] Government Publishing Office, "Electronic Code of Federal Regulations – Title 5/Chapter I/Subchapter B/Part 213–Excepted Service," http://www.ecfr.gov/cgi-bin/text-idx?rgn=div5&node=5:1.0.1.2.22

[24] Office of Personnel Management, *Human Resources Flexibilities and Authorities in the Federal Government*, August 2013, https://www.opm.gov/policy-data-oversight/pay-leave/reference-materials/handbooks/humanresourcesflexibilitiesauthorities.pdf

**Resource Box 2. Fact Sheet: Fellowships and Industry Exchange Programs Hiring Authority
5 CFR 213.3102 (r)**

What is the Fellowships and Industry Exchange Programs hiring authority?

The Fellowships and Industry Exchange Programs hiring authority is a government-wide excepted service hiring authority under 5 CFR 213.3102(r) that can be used to hire for fellowships and similar programs when recruitment is from limited applicant pools. It is sometimes referred to as the 'r' authority.

What positions can be filled under this Authority?

- Agencies may use this authority for positions in support of fellowship or professional/industry exchange programs. Fellowship programs are programs that provide developmental or professional experiences to individuals who have completed their formal education. Professional/industry exchange programs are programs that provide for cross fertilization between industry and the private sector to foster mutual understanding, an exchange of ideas, or bring experienced people into government.
- Positions may be filled at any grade level up to the GS-15 level, as well as Senior Level (SL) positions.

How does it work?

- Agencies may make appointments lasting up to 4 years.
- Veterans' preference applies.
- Applicants must meet qualification standards developed by the agency which employs them (i.e., no government-wide qualification standard).
- Agencies must have excepted service policies in place prior to using this (or any) excepted service authority, which govern the process for receiving/processing applications; making qualification determinations; rating and ranking applicants; and the application of veterans preference.

Are employees hired under this Authority eligible for benefits and leave?

Employees hired on appointments that are expected to last for at least 90 days are generally eligible for health insurance coverage and also earn annual and sick leave.

Employees hired for periods longer than 1 year are eligible for the following benefits:

- Health Insurance
- Annual and Sick Leave
- Long Term Care Insurance
- Life Insurance
- Flexible Spending Accounts
- Retirement and Thrift Savings Plan

What else do I need to know?

- Individuals hired under this authority are subject to the same suitability/background investigation process as other employees.
- Agencies may use this government-wide hiring authority without additional approvals from OPM.
- Appointments under this authority do not lead to permanent employment.

Quote: https://hru.gov/Studio_Recruitment/documents/Fact%20Sheet%20R%20Authority%20Final.pdf

3. Outreach and Recruitment

Having identified an agency's workforce needs and applicable hiring authorities, agencies could determine a recruitment strategy. Successful outreach can attract qualified tour of duty candidates, especially for smaller, specialized applicant pools. A "21st century call to serve your country" is a recruiting message that may resonate with talent interested in public service.[25] "There are many people in the private sector who really glom on to that," notes Tress.[26] Those in the private sector and in Silicon Valley may have tremendous skills, but "the work that they're doing—the algorithms they're creating, the product visions—are often intended to drive revenue. That just isn't as meaningful as the mission of the government." The call to serve, Tress says, is "such a powerful message to people." People are eager to serve; the obstacle is often demonstrating to prospective talent that real change can be possible. Tress says: "From the outside looking in, and from a recruitment message, government has this connotation of being very staid, very traditional, and disruption is not welcome." [27]

Tress suggests effective messages geared towards tour of duty candidates can integrate a three-pronged structure: [28]

- Focus on the mission, with an emphasis on outcome-driven goals

- Highlight the problem we need incoming talent to solve

- Point to specific examples of similarly skilled people who have already created widespread impact in similar positions (An example for technologists was the launch of vets.gov, where tour of duty technologists were able to consolidate information for veterans in one website increasing the number of healthcare applications from 62 per day to more than 500 per day).[29]

E. Lessons Learned

Lessons learned for the implementation of tour of duty hiring include:

- Navigating available hiring authorities

- Developing outreach to identify talent

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[25] National Economic Council and Office of Science and Technology Policy, *A Strategy for American Innovation,* October 2015, https://obamawhitehouse.archives.gov/sites/default/files/strategy_for_american_innovation_october_2015.pdf

[26] J. Tress, phone interview, August 2, 2016.

[27] J. Tress, phone interview, August 2, 2016.

[28] J. Tress, email correspondence, December 7, 2016.

[29] U.S. Digital Service, *The U.S. Digital Service Report to Congress,* December 2016, https://medium.com/the-u-s-digital-service/the-u-s-digital-service-2016-report-to-congress-ebf518e08bf6

- Investing in a recruitment infrastructure

- Anticipating cultural tensions and building collaborative environments between short-tenure hires and career federal employees

- Supporting tour of duty employees during their tenure and institutionalizing change

1.   Navigating Available Hiring Authorities

Human capital officers and hiring managers may perceive that their agency lacks authority to carry out tour of duty hiring (typically under Schedule A(r)), that OPM needs to approve the use of such authority, or that some other unspecified rule prohibits it (See Resource Box 3: Mythbusting on Hiring from OPM). Agency officials may not be as limited in using flexible hiring mechanisms, like fellowships, for tours of duty as they may think. Agency leadership could work collaboratively with HR officers on the deployment of these approaches. Human capital officers may require additional funding, staff support, and encouragement to incorporate new hiring approaches into their work.

Resource Box 3. Mythbusting on Hiring from OPM

Myth #1: Hiring managers should refrain from getting too involved in their hiring actions to avoid any appearance of impropriety in the hiring process.

Fact: There are many ways that hiring managers can and should be involved in the hiring process to help ensure a great outcome. This includes working closely with HR before the job opportunity announcement (JOA) is even posted to: ensure the position description is accurate and up-to-date; complete a job analysis to identify the critical competencies needed in the job; participate in identifying/developing the assessment tool (e.g., structured interviews, writing samples, tests) that will be used to evaluate candidates; develop a recruiting strategy; and ensure that the JOA accurately describes the duties of the job and competencies and experience required in an easy-to-understand and appealing manner. After the applicants are assessed and the referral list is issued, the hiring manager should actively engage in interviewing top candidates and making the selection.

Myth #2: I am using a standard Position Description (PD) and I am not allowed to include specialized skills in my Job Opportunity Announcement (JOA).

Fact: You can include specialized skills in your JOA. Position descriptions outline the major duties and other factors necessary to determine the occupational series and grade level of a position in accordance with OPM classification standards. It's the job analysis, however, that identifies the critical competencies and defines the specialized experience and any special skills needed to perform the work of the position. HR and the hiring manager should collaborate to conduct the job analysis, and use the results to develop the requirements in the JOA.

Myth #3: Hiring managers are not allowed to engage in active, strategic recruitment for their open positions.

Fact: Managers are permitted and encouraged to actively recruit for their open positions. Public notice, or simply posting a job announcement, is not a substitute for more focused recruiting. Strategic recruitment focuses your resources in areas most likely to yield results and does NOT violate Merit System Principles. Fact: You can invite individuals to apply for job openings. Fact: When using competitive examining, as a hiring manager, you may notify HR when you have identified a specific candidate through active recruiting. This is called a "named request." (note: Veterans' preference still applies.)

Example: At a college job fair focused on computer science jobs, you provide a job opportunity announcement for an open position to interested candidates, inviting them to apply for the position upon graduation.

Myth #4: Referral lists (certificates) cannot be shared within an agency.

Fact: In most agencies, HR can share certificates of qualified applicants with other managers in their agency when filling similar jobs. [TIP: JOAs should include language that gives candidates an opportunity to opt out of the sharing of their application for other positions.] For example, add a statement near the end of the JOA to notify the applicants that applying to the JOA certifies that the applicants give permission for the agency to share their applications with others in their agency for other similar positions. Also, add a check-box that applicants can check to authorize the sharing of their applications for other similar positions within the agency. Consult with your HR Office for more information.

Myth #5: When making any appointment under Schedule A of the excepted service, veterans' preference is applied as far as administratively feasible (i.e., apply preference if it makes sense to do so).

Fact: Veterans' preference must be applied fully when making Schedule A appointments, in accordance with the provisions of 5 CFR part 302. Veterans' preference applies as administratively feasible (i.e., using a methodology not prescribed in 5 CFR 302) only for certain positions filled under Schedule A (e.g., attorney positions), or when OPM and an agency with a specific Schedule A hiring authority agree (through written agreement).

Excerpt: OPM, "Hiring Excellence Mythbusters," https://www.opm.gov/policy-data-oversight/hiring-information/hiring-excellence/tools-resources/hiring-excellence-mythbusters.pdf.

2. Developing Outreach to Identify Talent

The opportunity to engage in the short-term in public service and work on hard problems at scale has been a compelling recruitment pitch for both technical and non-technical top talent in other organizations. Contrary to common perception, "Recruitment hasn't been an issue," reports Tress. "It's been a pleasant surprise to see how many people have answered the call, and in large numbers."[30] The challenge is not in motivating or exciting domain experts to join for tours of duty. The challenge for agencies is to commit to active efforts to identify the ideal candidates and build out the necessary hiring infrastructure to bring them on board quickly. Program staff report that substantial effort is also needed to build awareness through press, online engagement, and in-person programming. For example, managers of the Presidential Management Fellows (PMF) Program publicize on campuses across the country by hosting webinars for academic stakeholders and preparing recruitment language and flyers.[31] In the 2017 finalist pool, PMF received approximately 6,370 applications for 417 finalists from 59 disciplines.[32]

3. Investing in a Recruitment Infrastructure

For tours of duty, longer hiring timelines increase the risk of losing candidates to other opportunities. Generally, the more competitive the candidate, the higher the risk of losing them if hiring is delayed. Decreasing the amount of time-to-hire is critical for sourcing talent for tours of duty and short-term needs. When USDS first began in 2014, the selection process (from first application to offer) took 150 days; by September of 2016 the hiring process was reduced to 34 days.[33] Though security procedures must still take place after that, the reduced hiring cycle represents a huge improvement. What changed? "It took intensive investment in building the right team. Getting to rapid hiring required significant investment in USDS' hiring infrastructure," Anastasoff explains, "There were no quick shortcuts to success." At the same time, she emphasizes, "there is no secret sauce for realizing efficiency gains in the hiring process. With commitment and some knowledge, other agencies could achieve similar results. You can do this too," she stresses. "We are not special snowflakes; these are hiring authorities that are available to every agency in government."[34]

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[30] J. Tress, phone interview, August 2, 2016.

[31] Presidential Management Fellows (PMF) Program, "Academia–Publicizing PMF on Campus," updated November 3, 2016, https://www.pmf.gov/academia/publicizing-pmf-on-campus.aspx

[32] Presidential Management Fellows (PMF) Program, "News & Events–Selection of Finalists for the PMF Class of 2017," January 11, 2017, https://www.pmf.gov/news-events/selection-of-finalists-for-the-pmf-class-of-2017.aspx

[33] J. Anastasoff, in-person interview, September 9, 2016.

[34] J. Anastasoff, in-person interview, September 9, 2016.

4. **Anticipating Cultural Tensions and Building Collaborative Environments Between Short-Tenure Hires and Career Federal Employees**

Tour of duty hiring may cause tensions among long-time career staff if they perceive the presence of new hires as 'swooping in' to fix a problem while devaluing the contributions of civil servants who work day in and day out. To help maximize impact, short-term hires and career staff could be encouraged to work together in support of the common mission. Directed efforts by leadership are important to build collaborations between tours of duty and career federal employees, which can help to reduce any frictions. Career staff may also consider how they can encourage an environment of openness for the value of outside perspectives in helping to reframe challenges and solutions in new ways.

5. **Supporting Tour of Duty Employees During their Tenure and Institutionalize Change**

New hires may not be familiar with federal regulations and procedures, particularly how the work of government is carried out in areas of hiring, budgeting, and contracting. Thus, to help maximize their impact and institutionalize their ideas, it may be worthwhile to place short-tenure hires in positions that are embedded with willing career staff. By taking a holistic, team-based approach, tour of duty hires are not thrown into the deep end to navigate this landscape alone.

Some early lessons underscored the importance of building a grounding connection with the existing workforce. In several instances, Presidential Innovation Fellows worked only with senior leadership and lacked connection to the broader organization. After their tenure, their projects ceased because the value and goals had not been clearly communicated within the organization.[35]

At the outset of collaborations, 18F has found that a new perspective can bring many questions, such as why a process is run a certain way, or why a particular proposal for a new approach was rejected. "It's either a rule or a regulation, or the answer is, 'We've just done it like this for so long,'" explains Tress.[36] "If it's a policy issue, then we bring policy experts from our HR office, who can help figure out the path forward. If it's a change management issue – then we bring those folks in, too," she adds.

A structural element of the hiring engagement can also help to address this concern. Since hires classified as expert consultants or under fellowship authorities may be forbidden by statute from serving as a manager or supervisor, they may need to work closely alongside agency staff. This "forcing mechanism" for collaboration can be a positive feature, not an obstacle. Other essential support for outside innovators includes providing them with clearly defined goals and outcomes,

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[35] N. Olson, in-person interview, July 1, 2016.

[36] J. Tress, phone interview, August 2, 2016.

executive sponsorship (including direct connection to leadership),[37] and formal orientation to the way government works, such as through the U.S. Department of Agriculture's Guide to Schedule C Positions.[38,39] Some of the most significant challenges to deploying tour of duty approaches can be common misunderstandings on the legal boundaries of what is and is not permitted.

F.   Future Considerations

Existing tour of duty hiring authorities offer considerable flexibility that many agencies could leverage to fill their talent needs. There are also some frontier possibilities for further transforming tour of duty hiring processes, including:

- Targeted expansion of fellowship programs, aimed at under-recruited segments of the potential hire population; and

- Sharing recruitment infrastructure, such as development of a single recruitment point, available to agencies, where qualified tour of duty candidates are pooled, and hiring selections can occur from a list of qualified candidates.

1.   Fellowship Expansion

Fellowship programs have been shown to help agencies bring in top talent to fill short-term needs. Several targeted programs like the Jefferson Science Fellowship exist, but more could be done to extensively recruit "middle layer" technical professionals (e.g. senior engineers, senior biologists, senior finance associates—neither early career nor executive leadership) for tour of duty positions.[40] Agencies could consider the Presidential Executive Fellows (PEx) as a pilot model to develop similar programs that target middle and upper-middle career technical leaders with deep expertise in critical skill areas, like process improvement, business management, operations, and finance.

Partnering with outside organizations could further enrich the talent pipeline for fellows as tour of duty candidates. It is a model used through several professional societies including the American Association for the Advancement of Science (AAAS).[41] In this framework, the processes of candidate recruitment and initial selection into the fellowship program can be managed by an

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[37] But not only senior leadership or else their work can stagnate once they leave, see PIF example above.

[38] B. Kluger, phone interview, September 23, 2016.

[39] See United States Department of Agriculture–Departmental Management, *Guide to Schedule C Positions Staffing and Policy Handbook,* updated December 2013, for an example of Schedule C training, https://www.dm.usda.gov/employ/exec/docs/Guide_to_Schedule_C_Positions%202013.pdf

[40] The National Academies of Sciences, Engineering, and Medicine, "Jefferson Science Fellowship Program," http://sites.nationalacademies.org/PGA/Jefferson/

[41] See https://www.aaas.org/page/stpf/partner-societies-st-policy-fellowships

outside partner. The partner could be supported by federal funding. Several non-governmental organizations (including FUSE Corps, Atlas Corps, and Ashoka) have demonstrated successes in placing fellows into federal positions.[42] For an example memo and template for establishing a fellowship program at agencies, see Appendix D.

2.   Sharing Recruitment Infrastructure

Each agency conducts its own search and hiring process for tour of duty, separately, which can create a fragmented process and redundancies in recruitment efforts for similar pools of qualified talent. "I'm not suggesting that we [re]establish civil service exam," commented Bernie Kluger, former Deputy Performance Improvement Officer at OPM, "but we're competing against ourselves all over the place. And when you segment into smaller candidate pools, the result is lower quality and less diverse pools of applicants." Current efforts—where five identical job openings may be posted five separate times—only further fragments the candidate pool. "There's no evidence at all that's successful as a hiring strategy," Kluger elaborated.[43] At the same time, the delegated examining process created by the reforms in 1996 makes it difficult to share resources across government. Specifically, it prevents OPM from directing agencies to collaborate. Agencies are not precluded from collaboration, but such efforts need to be agency-initiated and driven.[44]

Agencies could consider developing cross-agency agreements to invest in a shared infrastructure for recruiting, which could include cost sharing for the use of external recruiters. Developing and sharing ready templates for inter-agency agreements and MOUs could facilitate greater cross-agency coordination and leveraging of scarce resources. Agencies could also improve coordination with externally positioned entities, such as non-governmental organizations managing fellowships, to match workforce needs with tour of duty candidates. In addition, agencies could refer resumes of qualified applicants that were not selected for a position within their agency to relevant openings at other agencies.

Kluger suggests strengthening administrative HR guidance, resources, and services for tour of duty hiring, such as through OPM's HR Solutions, to build capacity for coordination and improve recruitment and hiring across agencies.[45] He also suggests HR activities for tours of duty, such as marketing, developing job descriptions, and reviewing resumes, could be improved by coordination through a single recruitment point (within or across agencies).

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[42]   See https://www.fusecorps.org/fund-a-fellow/ , http://www.atlascorps.org/apply-to-host.php , https://www.ashoka.org/en/program/ashoka-venture-and-fellowship

[43]   B. Kluger, phone interview, November 29, 2016.

[44]   B. Kluger, phone interview, November 29, 2016.

[45]   OPM, "Our People & Organization: Human Resources Solutions," https://www.opm.gov/about-us/our-people-organization/program-divisions/human-resources-solutions.

Appendix A. Tour of Duty Case Studies

Tour of duty hiring approaches can augment the capabilities of agencies to address their top priorities. A few (non-comprehensive) snapshots of success stories illustrate the impact that agencies, fellowship programs, small teams, and individuals can have.

The snapshots include agencies using tour of duty approaches to increase recruiting and hiring efficiency, such as:

- 18F at the General Services Administration (GSA)
- U.S. Digital Service (USDS)
- Entrepreneurs-in-Residence at Department of Health and Human Services (HHS),

and fellowship programs, such as:

- Presidential Innovation Fellows (PIF)
- Presidential Executive Fellows (PEx)
- Presidential Management Fellows (PMF)

Agencies

18F at the General Services Administration[46]

Background

18F offers digital consultancy for the government housed inside of the General Services Administration (GSA). Created in 2014, 18F works inside the government to enable agencies to rapidly deploy tools and services that are easy to operate, cost efficient, and reusable.[47] 18F's philosophy focuses on collaborating to solve the "problem space" confronting agencies by providing "agile coaching, modular contracting expertise, and technical advice to federal agencies at cost-recovery prices."[48] This work includes overcoming technical hurdles, such as building websites and applications, and digitizing and streamlining internal systems by managing risks and

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[46] Information derived from J. Tress, phone interview, August 2, 2016

[47] 18F, "Join 18F–Help transform how the federal government does technology," https://pages.18f.gov/joining-18f/

[48] R. Read and T. Black, "A story of an agile workshop," 18F, February 11, 2015, https://18f.gsa.gov/2015/02/11/a-story-of-an-agile-workshop/

saving time. 18F does not receive congressionally appropriated funds. Instead it is funded through the Acquisition Services Fund, which is then reimbursed via interagency agreements with federal agencies that use their services.

Selected Accomplishments (Impact)

Recognizing that the current federal hiring process is time consuming, 18F used its own open, agile, and user-centered model to improve the efficiency of its hiring process. In two years, 18F

- Grew from 15 to 178 employees working in 31 cities;[49]

- Reduced its time to hire by 70 percent;

- Revamped Beta.FEC.gov, a website for the Federal Election Commission, to improve the public's ability to search its data;[50]

- Partnered with the U.S. Citizenship and Immigration Services (USCIS) to design resources and forms for MyUSCIS, a new service that helps users navigate the immigration process;[51]

- Created eRegulations, an open source platform that makes it easier to find, read, and understand regulations;[52] and

- Collaborated with the Department of Education to create the College Scorecard, a national clearinghouse that provides reliable data on college costs, graduation rates, debt, and post-college earnings, in order to help students assess colleges and universities.[53]

How it Works

Tour of duty authorities available to the organization allow for rapid hiring and short-term rotation of digital experts. Most employees at 18F are hired through term appointments under the Schedule A authority. Under this authority, 18F employees' initial period of employment is limited to two years; however, there is an option to renew for an additional two years.[54] 18F also uses Schedule A(r) hiring authority and Fellowship hiring authority.

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[49] G. Boone, "18F year two: By the numbers," 18F, March 18, 2016, https://18f.gsa.gov/2016/03/18/18f-year-two-by-the-numbers/

[50] 18F, "Federal Election Commission–beta.fec.gov", https://18f.gsa.gov/what-we-deliver/fec-gov/

[51] 18F, "Department of Homeland Security–myUSCIS immigration resources," https://18f.gsa.gov/what-we-deliver/myuscis/

[52] 18F, "eRegulations," https://18f.gsa.gov/what-we-deliver/eregulations/

[53] 18F, "Department of Education–College Scorecard," https://18f.gsa.gov/what-we-deliver/college-scorecard/

[54] 18F, "18F Handbook–Term extensions," https://handbook.18f.gov/term-extensions/

18F developed a streamlined process for hiring, with sub-processes to coordinate and designate clear responsibilities among the hiring team. Recruiters and hiring managers work together directly to create job listings. Recruiters are essential for 18F's hiring process. They play a key role in "sourcing the right individual and then building the relationship with them to convince them that the federal government is an employer of choice," explains Tress. 18F serves to better clarify the specialized experience that is sought by agencies when recruiting for tour of duty positions. Agencies have found in talking with 18F recruiters that the role they were envisioning is not necessarily the role that they truly needed. Collaboration with the recruitment specialists can lead to reimagining and redefining the agency's hiring goals, helping them better pinpoint the short-term skill set or technical gap they are targeting.

Once 18F recruiters understand the problem space that agencies are trying to solve, they can connect with the right individuals and organizations to directly link agencies to prospective candidates. Tress cautions that even for 18F, rapid hiring is often a three to four month process from candidate identification to start date. However, because significant time has been invested in sourcing the best fit candidate for the agency need, the resulting hires are able to perform quickly once brought on board.

Key Learning Insights

An explicit goal of 18F is to replace tours with permanent agency employees to help ensure the sustainability of initiatives. Tour of duty positions helped to attract talent with a specific skillset. The tour of duty model also served as a gateway for longer-term government service, as former 18F employees have begun careers in other parts of the federal government. A majority of 18F's employees have remained beyond their two-year terms, and many have gone on to new terms or career service at other agencies.

Additional Resources

18F Handbook[55]

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[55] 18F, "18F Handbook–A collection of guides and policies to help you with your work," https://handbook.18f.gov/

18F Core Values Interview Guide (provided by 18F)[56]

Competency #5: 18F Core Values Alignment

Core Values competency Description: The ability to work with integrity, transparency and resiliency in civic minded or high impact driven environment.

Criteria for Job Readiness:

- Cites projects which involved changing priorities, competing interests or high levels of bureaucracy
- Cites project work involving co-creating solutions or services with the real end users
- Cites providing mentorship, advice, and corrections to team members
- Cites projects supporting civic, social or public services or organizations
- Demonstrates Open Source, Open APIs, Open Data, and delivery to real users early.

18F Core Value Questions

- (Civic Minded) (High Impact) Why do you want to join 18F?
- (Transparency) One of our core values is being open and transparent. What does this mean to you and how has it shaped your work?
- (Remote Team) At 18F we work in a largely distributed environment (interviewer explain how we work). Have you ever worked as part of a distributed team or in a remote client relationship before?
    - If yes: tell us about it: challenges/lessons learned
    - If no: what are some of the challenges you might anticipate being part of a distributed team? How would you mitigate them?
- (Integrity) Tell me about a time at work when you were told to do something that you knew wasn't a good idea. What did you do? In hindsight, what would you have done differently?
- (Resiliency) Tell us about one of the most challenging obstacles you have faced at work? Include what the obstacle was, how you went about dealing with it, and what you learned from the experience.
- (Diversity/Inclusion) At 18F we strive to be as representative of the populace as possible and work hard to ensure that everyone understands this notion and is treated fairly and respectfully. Could you tell us what diversity and inclusion mean to you? What kind of impact do you think you might have or want to have in helping us continue to improve our efforts?

1) **Why do you want to join 18F?**

    Great Signs:

    - Awareness of what 18F is trying to do, ideas on how they can help, motivated by changing the gov't culture
    - Mentions giving back to their community

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[56] Information derived from J. Tress, phone interview, August 2, 2016

- Speaks about seeking purpose in their next opportunity

2) One of our core values is being open and transparent. What does this mean to you and how has it shaped your work?

Great Signs:

- Open to new ideas, to new thoughts, new ways of working; curious and eager to explore new things
- Looks to engage other people in a dialogue; not afraid when people challenge their ideas
- Wants mistakes to be seen so they can learn and get better

3) At 18F we work in a largely distributed environment (interviewer explain how we work). Have you ever worked as part of a distributed team or in a remote client relationship before?
    - If yes: tell us about it: challenges/lessons learned
    - If no: what are some of the challenges you might anticipate being part of a distributed team? How would you mitigate them?

Great Signs:

- Able to list challenges but also provide solutions
- Demonstrates thoughtfulness in their response
- Talks about past experience working on remote and/or distributed teams

4) Tell me about a time at work when you were told to do something that you knew wasn't a good idea. What did you do? In hindsight, would you have done anything differently?

Great Signs:

- Approached person and tried to understand why they reached this decision
- Had their own idea of how to solve problem and able to show/explain why better to proceed that way

5) Tell us about one of the most challenging obstacles you have faced at work? Include what the obstacle was, how you went about dealing with it, and what you learned from the experience.

Great Signs:
- Demonstrates how they analyzed problem and solved it
- Took initiative to understand the causes of the issue, made decisions, and took action.
- Mentions specifics ways they have changed their behavior because of those challenges.

6) (Diversity/Inclusion) At 18F we strive to be as representative of the populace as possible and work hard to ensure that everyone understands this notion and is treated fairly and respectfully. Could you tell us what diversity and inclusion mean to you?
What kind of impact do you think you might have or want to have in helping us continue to improve our efforts?

Great Signs:
- Answer includes multiple representations of diversity today (cultural, Lesbian/Gay/Bisexual/Transgender (LGBT), disabilities, gender, age, religion, immigrants, socio-economic, etc.)
- Demonstrates actual and direct experiences with diverse groups
- Explains why diversity is a positive thing

Chapter/Business Unit Supplements

In addition to the questions above, each chapter or business unit may have additional items to touch on as a part of this interview. This section contains supplemental questions that can be asked depending on what role the applicant is applying for.

Engineering

Open Source
1) Have you ever worked with open source before and are you comfortable sharing your work in a public fashion?
    - If applicable: What were you involved with, and what was your role?
    - If applicable: How did you contribute?

2) Have you ever advocated for open source in a previous job?
   - If applicable: Were you successful in doing so, and why or why not?

   Great Signs:
   - Appreciates the value of open source.
   - Understands the challenges of open source.
   - Open and will to sharing work publicly.
   - Embraces peer review and feedback from others.

User Centered Design
1) How have you participated with user-centered design and/or user research?
   - If yes: Could you speak about a time when business needs or management directives conflicted with executing on a user-centered design approach and how you overcame this challenge?
   - If no: What does user-centered design mean to you?

   Great Signs:
   - Frames work and priorities around the users of the system.
   - Employs tactics to solicit user feedback to help guide decisions.

Agile Software Development
1) Could you describe your experience with agile software development, if you have any?
   a) If yes: Were you actively involved in helping your [team / department / organization] transition to agile?
      i) What challenges did you face, if any, and how did you overcome them?
   b) If no: What does agile software development mean to you?

Great Signs:
- Approaches work in an iterative fashion.
- Is able to effectively communicate technical priorities balanced against project priorities when necessary.

18F Hiring Process Guide (provided by 18F)[57]

Posting a New Job

Key

- PO = Process Owner - The team member responsible for managing the hiring process
- Recruiter - Talent team member designated to supporting a given team
- TC = Talent Coordinator - Talent team member working with HR and onboarding
- HM = Hiring Manager - The hiring manager or the 18F team member accountable for hiring for the role

Hiring Need Identified

- Once a hiring manager has made the decision that they need to post a new or re-post an existing Job Post, they will need to meet the Recruiter. The Recruiter and HM will complete New Job Post Request Form together. (Responses to the form can be found here).
    - This doc will help guide the Recruiters and HMs through the process of creating a new job posting: How to get a job posted Guide
- Recruiter determines what next steps are required and schedules sessions with the team to create the items below:
    - Performance Profile Creation
    - Evaluation Guide Creation
    - Posting job through Applicant Tracking System
    - This guide provides additional guidance for the Recruiter: New Job Post Request - Talent Team Ops Process Guide
- Recruiter then creates an new issue in the Team Talent Repo on Git Hub
    - Issue Name Format - "Job Post Request - [Name of Role] - [Team]"
    - Include the information submitted in the request form
    - Validated information (Performance profile exists?, Evaluation guide exists?, etc.)

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[57] Note that this information derived from J. Tress, phone interview, August 2, 2016

    ○ Links to relevant documentation as available (Profiles, Guides, Drafts, etc)

Performance Profile Development

- HM is primarily responsible for creating the first draft of the performance profile using the available resources
  - ○ Performance Profiles - Overview
  - ○ Performance Profile - Template
- Recruiter creates a new performance profile document in the "Draft - In Progress Profiles" folder in Talent Team Google Drive, using the Template and the information provided by the HM.
- Recruiter conducts initial copy edits and prepares the document matching the format for Performance Profiles after the HM has provided an initial draft.
- Recruiter asks to analyze the profile using Textio.
- Recruiter creates a new issue in the Writing Lab and links to the appropriate Profile Document and updates the Team Talent Issue with a link to the new Writing Lab issue.
  - ○ https://github.com/18F/writing-lab
- After Writing Lab edits the profile, Recruiter shares final version with the Hiring Manager for review.

Launch New Job Post

- Once all editing is complete, Recruiter moves the performance profile from the "Draft - In Progress Profiles" folder to the "Finalized" folder.
- Recruiter will also create a new job posting in Applicant Tracking System using this guide:
  - ○ Applicant Tracking System - Talent Team Ops - Job Posting Creation Guide v1 - 2016-01-11

Application to Qualification

Key

- PO = Process Owner - The team member responsible for managing the hiring process
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- HM = Hiring Manager - The hiring manager or the 18F team member accountable for hiring for the role

Application

- Applicant Tracking System hosts the application, Join 18F page links to Applicant Tracking System hosted application (via API or direct link)
- Applicants apply by visiting the Open Positions section on the Join 18F page
  - Apply to a specific role
  - Choose GS grade level within the application. * Office of Personnel Management's official salary calculator * Another tool for salary determination based on locality

Application Sprint Open

Sprints are open for two weeks. They begin every other Monday for 14 calendar days, closing on the 14th day (Sunday) at midnight PST.

- PO - At the start of each sprint, the application must be updated with the appropriate tag for that sprint (e.g. Sprint 1, Sprint 2, Sprint 3)
  - This is done by manually updating the job postings within Applicant Tracking System and adding the new tag. From the Applicant Tracking System navigation list go to Job Postings,

select the posting you wish to edit, then go to the Settings tab. Updatethe sprint tag in "For importing into Applicant Tracking System".

Application Sprint Close

- PO - When the sprint is closed, all applicants are moved into the Qualification stage.
    - Do this by filtering the applicants using the appropriate Sprint tag and selecting only the New Applicant stage.
    - Next use the "select all" box to select all the records matching those filters. Then click Stage and select the appropriate stage you wish to move the applicants to (Qualification).
- Recruiter reviews each of their applications to ensure that they are complete and that the candidate meets the eligibility requirements.
    - If not, the candidate can be archived and be sent the "Not Eligible" communication template via email.
- Recruiter reviews all applicants for their assigned roles and applies the appropriate tags:
    - GS Level (13,14,15)
    - Veteran (If indicated as a vet)

Qualification Sub-Process

SME Assignment

- Each role has a set of predefined SMEs that are responsible for reviewing all applications for that role (Could also be limited per sprint, depending on the team)
- The Recruiter responsible for the role then uses Applicant Tracking System to assign the reviews:
    - Start by making sure that "All" candidates is selected, not "mine".
    - Filter "Candidates" tab by the role (Recruiter will be the owner) and sprint # tag
    - For each applicant, schedule an interview for each of the three panelists in the same invitation

- If an applicant has applied to multiple roles, they will need to be assigned 3 SME reviews for each role. The Recruiter that owns each role will be responsible for scheduling the review for that role.
  - Select the "18F Interviews" shared calendar for the interview in the calendar invite pop-up
  - In the "Interviewing for" drop down, select the role associated with this review
  - Date and time of event should be set to 5:00pm PST on the Thursday associated with the current sprint (this is due date for all reviews, regardless of timezone). All SME reviews should be assigned by the Monday COB after the sprint closes.
- SMEs can either access the application through the calendar invite details or can access it from their Applicant Tracking System account home page
- Once all reviews for an applicant are complete, the PO will move the applicant into the Certification stage

SME Review

- SME's use Applicant Tracking System to complete their evaluations
  - DRAFT - 18F SME Training - 2016-01-04
- Each application is reviewed and scored using the criteria that is defined as part of the 18F Selection Plan
  - DRAFT - Summary - 18F Selection Plan 2016-01-04

Category Rating

- The 3 SME scores are averaged to produce the final score that is used to place the applicant in a quality category.

Certification

Key

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- HM = Hiring Manager - The hiring manager or the 18F team member accountable for hiring for the role
- Once all reviews for an applicant are complete, the PO will move the applicant into the Certification stage
  - PO - After all reviews have been completed:
  - Go to the reports section from the navigation drop down menu
  - Under Export Data - Run a Feedback report for SME form 1, 2 and 3
  - Select the date range associated with period in which the reviews were conducted for the sprint
    - For example, if the sprint is 12/28 to 1/10, reviews would have been 1/10 to 1/24.
  - Then generate the report and download the generated file
  - Next report to be generated will be under the Candidates, on the Overview sub heading
    - Select the appropriate Sprint Tag under "Tag"
    - Select the "Certification" stage under "Status"
  - Then create report by choosing "Export to Spreadsheet"
  - You should now have 1 report with all candidates and a report that contains all the feedback report that contains all 3 SME reviews
  - Veteran preference will have to be manually validated and added where appropriate
    - Do this by filtering applicants in Applicant Tracking System by the "Veteran" tag

- Copy and paste data from the Candidate report into the Cert Template (There will be 1 cert sheet per GS level) (At this time we are not able to submit the cert by role). Do this by hiding all columns except
    - Profile Name
    - Tags
    - Applied At
    - Posting Title
    - Use the Veteran report to identify any applicants that are veterans and indicate on the sheet
- In the Feedback Form Report, you hide all columns except:
    - Form Name (B)
    - Profile name (D)
    - Profile ID (C)
    - Interviewer Name (M)
    - A1-A6 (The scores from the SME's) (S, U, W, Z, Y, AA, AC)
- Add a new column for the total score, in this column you will convert the ratings into the final score by adding all the scores and multiplying by 4.
- Using the SME reports, find the applicant and enter the scores from the feedback into the Cert template
    - Sort the SME sheet and use the Profile Name or ID to run down the list and manually enter the scores into the cert sheet
- In instances where the list of positions contains more than one item, ensure that the right SMEs scores are grouped together for that line item for the applicant
    - In the instances where there are multiple positions, create an additional entry in the sheet for the additional role that the applicant applied to
- Use the formula to average the 3 scores and to assign the final band
    - For applicants that applied to multiple roles, identify their entry with the highest rating and remove the rest form the sheet
- Format the score column to be rounded to the nearest whole number (e.g. 72.675 to 73)
- After all scores have been entered, manually add the GS Level and Vet status into the correct column by referencing the Tags column
- Once that is complete, filter the GS level and copy the data into the matching tabs
- To assign the quality rating for each applicant, copy the formula from column K in the Cert Tracker template

- - Sort each tab by the applicant scores so that the highest scoring applicants are at the top of each sheet
- PO - After all applicants for the sprint have been completed on the Cert sheet, the sheet is sent to HR for review
  - Within the Talent Team - Operations, Hiring Sprint Data & Docs drive folder, create a new folder for the current sprint. (Ex. 4 - Sprint 4 - 12/28 to 1/10). Then create another folder inside of that folder for the OHRM cert package. (Ex: 18F - Sprint 4 - OHRM Cert Package).
  - Place the HR Cert Tracker into that folder and share it with the appropriate OHRM team members. Make sure they have edit access to the tracker.
  - Send an email to the OHRM team with a link to the document, copying the TC and the Deputy Director of Talent.
- PO - Add the HR Certification tag to all applicants that are being sent as part of that cert (this allows HR to view the applicant information)

Triage to Selection

Key

- PO = Process Owner - The team member responsible for managing the hiring process
- Recruiter - Talent team member designated to supporting a given team
- TC = Talent Coordinator - Talent team member working with HR and onboarding
- HM = Hiring Manager - The hiring manager or the 18F team member accountable for hiring for the role

Triage

- PO - Once the Cert has been reviewed and returned by HR, move the superior applicants to the Triage Stage
  - Centralize the cert sheets and ensure that all Recruiters have access to the information.
    - Example Referral Link Sheet
- Recruiter - Only the applicants found within the highest band (Superior Qualified) will be considered for phone screen. All other applicants (in the Certification stage) must be reviewed to identify referrals and/or any other important/notable applicants before sending a decline email message.
  - Recruiter - All non-referral/VIP candidates will be rejected using the "Not Qualified" archive reason and sent the rejection email template within Applicant Tracking System.
  - Recruiter - Any VIP/Referral candidates must be handled on an independent basis, taking in account the context around the applicant. This means the Recruiter should contact the referrer to let them know their referral will not be moving forward (this can be done via Slack).

- Recruiter will work with their HMs to review the names of the applicants in Triage for the roles to identify who should be phone screened.
- Applicants are either rejected at this point using the Not Selected For Interview Archive Reason or moved the Phone Screen Stage.

Phone Screen (Currently being redesigned - Follow Current State)

- RC schedules the phone screen within Applicant Tracking System and interviewer records all feedback within Applicant Tracking System
- Candidates are either rejected or advanced to the Interview Stage

Interview (Currently being redesigned - Follow Current State)

- RC schedules the Interview within Applicant Tracking System and interviewer records all feedback within Applicant Tracking System
  - There are three interview elements:
    - The technical interview, which dives into the candidate's accomplishments relative to the job profile & role objectives
    - The problem solving interview, which dives into the candidate's approach and skills in how they resolve issues
    - The core principles / team fit interview, which dives into the candidate's compatibility with the environment
  - Candidates are either rejected or advanced to the Selection Stage

Selection Hand-off

- If after the interview process, the applicant has been selected for hire the RC must complete the Selection for Hire form in Applicant Tracking System for that applicant. (The information in this form is used by onboarding to complete the RPA and update the hiring pipeline document)
  - Collects required information from the associated hiring manager

- - Call the candidate to notify them that they have been selected to move forward and gathers any information necessary to complete the Selection Info form
  - Information to be collected for the Selection Info form:
    - Full Legal Name (RPA)
    - Official Team (RPA)
    - Business Unit (From the Hiring Priorities Tracking)
    - Project/Platform (From the Hiring Priorities Tracking)
    - Position (From the Hiring Priorities Tracking)
    - Chapter Designation (From the Hiring Priorities Tracking)
    - (Slot number) of (total slots) (From the Hiring Priorities Tracking)
    - Official hiring manager (RPA)
    - Final Work Location (Office, or address if remote) (RPA)
    - Chapter Lead (Unofficial Supervisor) (Pipeline Dashboard)
- RC adds and completes the Selection Info form for the candidate
- The RC adds the "Selected" tag to the applicant and sends an @ message to Deputy Administrator.
  - This message should follow this format "This candidate fills *SLOT NUMBER* of *TOTAL SLOTS* for *POSITION* on *PROJECT/ PLATFORM*"
  - This information can be found in the Selection Form
- Once the form is complete, RC updates the HR HR Referral Sheets for the correct sprint with the required information, under the column, Selected for Hire.
  - Referral Sheets can be found inside the OHRM Cert Package folders within each Sprint folder
- Using the Onb 1 Handoff/Intro template within Applicant Tracking System, RC sends the handoff/intro email to the candidate and TC, notifying the candidate that they have a new point of contact.
- The RC moves the candidate into the Selection Stage and @ messages TC, notifying that there is candidate ready for RPA creation
- TC updates the required 18F Hiring Pipeline Documentation for operations and resourcing using the information in the candidate profile
- TC uses the Selection Form info to create and submit RPA's to HR for the selected candidates within 48 hours of notification unless submitted on a Friday

or an onboarding Monday then within 72 hours of notification. RPA Instructions Document

- TC creates a folder for each selected candidate here using Last Name_First Name (legal names)_Sent to HR mm/dd/yyyy (use the RPA date)
- Once RPA and pipeline documentation is complete TC emails HR notifying them that a new candidate has been selected on the Cert and then moves the candidate(s) into the Tentative Offer Process stage and @ messages RC that candidate has been submitted. The notification email to HR must include "sprint x, the referral listing link, list of names submitted"
  - When all candidates on a sprint have either been submitted or marked as not selected, RC notifies HR via email that the Cert is closed.
- TC notifies of new candidate selection so that they can be scheduled.
- TC sends the Onb 2Pre-Tentative Offer/CEO communication to the candidate using Applicant Tracking System.
- TC begins VWA for all 100% virtual candidates (candidates that

  will not be working from DC, SFO, NYC or CHI) and saves them in their folders.
  - Final VWA will be processed and submitted once HR notifies the TC that the candidate has accepted the Tentative Offer and what that offer is (i.e. step level)
  - Instructions for completing VWA is here

Selection to Day 1

Key

- PO = Process Owner - The team member responsible for managing the hiring process
- RC = Recruiter - Talent team member designated to supporting a given team
- TC = Talent Coordinator - Talent team member working with HR and onboarding
- HM = Hiring Manager - The hiring manager or the 18F team member accountable for hiring for the role

HR Process: Tentative Offer (removed)

HR Process: Final Offer (removed)

Onboarding Notification

- Post acceptance of the Final Offer:
- TC completes and sends the New Hire Ticket Questionnaire Form to Ops, to configure and prep computer equipment
- TC notifies 18F Executive Director (ED) assistant of new candidate selection so that they can be scheduled to speak with the ED
- TC provides the candidate names to have them included in the 18F newsletter
- TC provides the candidate names and personal email addresses for Buddy System
- TC provides the candidate names via Slack, to kick-off the 2-week onboarding program on day 1
- Talent team deputy director adds the new hires to the 18F Current Staff Roster v2

Onboarding - 2 Weeks Before Start Date

- TC approves the 18F New Hire IT Tickets submitted by Ops-(mail, computer, phone)

- TC reaches out to GSA HR contacts to resolve "not-active in GCIMS" emails received from Ops
- TC sends travel authorization/confirmation email to hiring manager and Ops (Gmail Canned Template)
- TC sends Travel Logistics email to candidate in Applicant Tracking System [Onb] 9 - Travel Logistics

Onboarding - 1 Week Before Start Date

- TC confirms with candidates that travel reservations have been made using Applicant Tracking System (GmailCanned Template)
- TC will send the "What to Expect on Day 1" email using Applicant Tracking System (Gmail Canned Template)
- TC Confirms with Ops at candidate laptops are ready
- TC sends an email using Gmail Canned emails to 1800Ftenantsupport@gsa.gov to reserve a locker for new candidates and to gain access to 4th Floor infill in the BookIT!System (for desk reservation) DC office only. Sample Email Language (Gmail Canned Template)

Onboarding - Day 1

- Candidate attends GSA onboarding session
- TC adds candidate to 18F Team Listserve - directions are here
- TC sends request to #admins-slack to have candidates added to Slack
- TC meets candidates and brings them to 4th Floor (in DC office only - after GSA session
  - Candidates go to lunch
  - Candidates Pick-up badges
- TC conducts 18F Onboarding Presentation (DC office only) which includes:
  - Calendar overview (Events, Out of Office, Interviews & 18F-Classes)
  - Overview of 18F-Classes
  - Shows them the 18F Contact Document (Buddies make sure they input info)
  - Overview on ENT account and logging onto computers
  - Overview 18F Google Drive
  - Overview 18F Org Chart and 18F in relation to OCSIT
  - 18F Handbook
  - Quick overview of the GSA InSite
  - Review with candidates the emails from the GSA IOP-C IT office regarding phone set-up and pick-up

U.S. Digital Service (USDS)[58]

Background

USDS was created in 2014 to improve the performance and cost-effectiveness of the federal government's public-facing digital services by bringing top technical talent into public service through tours of duty. USDS staff collaborate with federal agencies to provide solutions to technical challenges. However, USDS found it challenging to recruit talent with the technical skills needed to meet the organization's mission. This included attracting and identifying qualified applicants for technology positions, and competing with the private sector. USDS addressed these shortcoming in their application process by:

- Addressing recruiting strategies to include active recruitment and outreach;

- Incorporating technical subject matter experts in the evaluation selection;

- Prioritizing the candidate experience through frequent communication and processing applications quickly; and

- Using data to identify bottlenecks in the selection process and drive decisions.

Selected Accomplishments (Impact)

From its inception in 2014 through the fall of 2016, the USDS hired over 160 professionals with expertise in software, design, and other technical skills. To improve the overall candidate experience, USDS worked to improve their times from initial contact to offer from an average of 180 business days to 34 business days and shortened the personnel security process from 67 days to 20 days. Below are specific projects where USDS has made a significant impact:

- USDS staff partnered with the Center for Medicare and Medicaid Services (CMS) to provide technical support for the HealthCare.gov website relaunch. Using best practices from the private sector, USDS used "performance tracking of the system and application process, building an improved identity management solution with an uptime of 99.99%, increasing the conversion rate in the new application workflow from 55% to 85%, and building new systems with industry standard open source software."[59]

- A combined team from USDS and 18F collaborated with the Veterans Benefits Administration (VBA) to modernize the Veteran Affairs disability claims system.[60]

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[58] Information derived from J. Anastasoff, in-person interview, September 9, 2016

[59] U.S. Digital Service, "2016 Report to Congress–Stabilizing and Improving HealthCare.gov," https://www.usds.gov/report-to-congress/2016/healthcare-dot-gov/

[60] U.S. Digital Service, "2016 Report to Congress–Modernizing the Immigration System at DHS," https://www.usds.gov/report-to-congress/2016/immigration-system/

The result was a streamlined single platform for veterans trying to navigate the VA's system in search of information on education benefits or disability benefits. The redesign was based on user research; experts in UX design physically sat down with veterans and engaged them online to understand what their experience was and incorporate their needs into the design.

How it Works

USDS identified the skill set that is most desirable for working at USDS. They then built a diverse network of professionals who are able to refer candidates with these attributes. Relevant subject matter experts are included at every stage of the selection process to evaluate candidates' level of knowledge. "Top technologists are attracted to teams that have deep knowledge in their field; therefore, exposing candidates to strong technologists and designers on our teams also helps to close candidates." Additionally, USDS created a structured interview process that includes descriptions of core competencies, consistent behavioral and situational interview questions, and provides interview training for subject matter experts.

USDS realized that the length of time to hire candidates was longer compared to the technology industry. In order to be competitive with recruitment in other sectors, USDS increased their staffing to six people who review and process applications and work to ensure an overall positive candidate experience. A member of the selection team updates candidates on their application status at least once per week. Additionally, candidates are sent all security and background requests at one time to mitigate the potential of a delay in processing.

USDS uses existing hiring tools, including Schedule A and the Intermittent Consultants hiring authority. USDS emphasizes tour of duty as a selling point to applicants who may not want to dedicate their entire career to the federal government. The USDS Schedule A "pilot" authority allows USDS to hire technical experts for two years, with the opportunity to renew for another two years. (See 5 USC 3109; 5 CFR part 304.) Intermittent Consultants allows a temporary appointment for less than one year, regardless of technical need. While hiring authorities have created an effective pathway for hiring, USDS also focused on proactively identifying and recruiting the best technical talent, including those that are not seeking jobs.

Refer to the case study developed by USDS to capture lessons learned from the iterative development of their recruitment process. The case study is available to be shared with other agencies and begins on page A-18.[61]

Key Learning Insights

USDS's knowledge on developing a streamlined hiring process can be distilled into four elements:

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[61] Building the Hiring Process for USDS: A Case Study, USDS.

1. Recruiting: Actively recruit qualified individuals to apply, with a variety of targeted communication and outreach activities.

2. Selection: Build a selection process that uses technical subject matter expert evaluation at every single stage of the applicant assessment.

3. Candidate Experience: Prioritize candidate experience by making it easy to apply, quickly processing incoming applications and hires, and frequently communicating with applicants.

4. Data Driven Decisions: Collect relevant data throughout each of these three areas, benchmark it against industry, and use the data to identify bottlenecks and hold ourselves accountable.

Additional Resources

The First 2 Years of USDS[62]

Star Spangled Geeks[63]

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[62] USDS, "Two Years of the U.S. Digital Service," August 9, 2016, https://medium.com/the-u-s-digital-service/two-years-of-the-u-s-digital-service-e14af5ce713b#.vr7qzb5af

[63] Levy, S., "Star Spangled Geeks," July 19, 2016, https://backchannel.com/inside-the-obama-tech-surge-as-it-hacks-the-pentagon-and-va-8b439bc33ed1#.ytvpswx9a

BUILDING THE HIRING PROCESS FOR USDS

A CASE STUDY

The Challenge: August 2014 to June 2016

Building modern digital services require teams with skills that are scarce in the private sector, and even scarcer in the public sector. To execute on the U.S. Digital Service's mission, we needed to attract, select and hire scores of individuals with these skills within 2 years.

The status quo for government digital service expert hiring was insufficient in three main ways:

- The government struggles to attract qualified applicants to apply for its technology positions.
- The selection process used for these positions does not regularly identify the qualified individuals from among all applicants.
- The government provides a poor candidate experience that is not competitive with the private sector in terms of timeline, ease of application, and frequent communication of application status.

We had to address each of these shortcomings in order to create the U.S. Digital Service. The US Digital Service has hired 162 software, design and other technology professionals in the 21 months since its inception. The purpose of this case study is to document the approaches we used, and the key lessons we learned, so that others in government tasked with hiring individuals with highly specialized skills may learn from our experience.

The Solution

This case study is organized into three sections, each of which discuss the tactics and tools we developed to address the three main issues described above. We also discuss "lessons learned" along the way.

Our solution to each of these challenges is summarized below:

1. **Recruiting:** Actively recruit qualified individuals to apply, with a variety of targeted communications and outreach activities.

2. **Selection:** Build a selection process that uses technical subject matter expert evaluation at every single stage of the applicant assessment.

3. **Candidate Experience:** Prioritize candidate experience by making it easy to apply, quickly processing incoming applications and hires, and frequently communicating with applicants.

4. **Data driven decisions:** Collect relevant data throughout each of these three areas, benchmark it against industry, and use the data to identify bottlenecks and hold ourselves accountable.

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Implementing each of these solutions was resource-intensive. We believe each component is necessary to successfully hire teams of individuals with highly specialized skills.

Solution #1: Recruiting

Goal: Attract qualified technical talent to apply for government digital service positions.

Solution: We actively recruit qualified individuals to apply to the USDS, with a variety of targeted communications and relationship building activities. Most importantly, we work with the rest of USDS to show qualified individuals that it is possible to have success improving technology in government.

The tactics we used are not innovative in the private sector. We determine the skill sets that will be most effective at the USDS and we then identify tech and design professionals who excel at these skill sets – most of whom are NOT looking for a job. We invest resources in building relationships with these professionals and with a diverse, robust group of influencers so that they can help us uncover a diverse group of people with these skill sets.

- Specific Successful Tactics
  - Build a diverse network of influencers to refer candidates.
  - Tell our story candidly, directly and consistently via media and local recruiting events.
  - Create a responsive and, strong candidate experience from time they apply to their first day on the job.

A future iteration of this case study will include an in depth look at recruiting. This case study is focused on selection and a strong candidate experience.

Solution #2: Selection

Goal: Build a selection process that uses technical subject matter expert evaluation at every single stage of the applicant assessment.

Solution: We use subject matter experts at each stage of engaging and selecting an applicant to ensure that the USDS team members have the skill sets required to effectively accomplish the job for which they are hired.

To understand if a candidate is minimally qualified to accomplish a job, team members with deep competence in tech or design evaluate similar candidates' level of knowledge in key areas. Top technologists are attracted to teams that have deep knowledge in their field, therefore exposing candidates to strong technologists and designers on our teams also helps to close candidates.

- Specific Successful Tactics
  - Deeply integrate relevant subject matter experts:
    - We have built a pool of subject matter experts who review resumes and conduct
    - The team holds approximately two technical interviews and one EQ for each candidate. Using a set of competencies agreed upon by relevant subject matter

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experts and a pool of questions, a subset of these subject matter experts conducts technical interviews (e.g. front end software engineers interview front end software engineers, designers interview designers and product managers interview product managers) and a subset conducts EQ interviews to gather more data regarding a candidates' approach to working with others and working in challenging situations.
  - After interviews are completed, a smaller subset of subject matter experts consider all data gathered through the selection process and determine if a candidate is minimally qualified to join the USDS.

- o Create and invest in a structured interview process: A significant amount of effort has been put into creating a structured interview process, in large part based on a meta-analysis of 85 years of research that showed unstructured interviews to be bad at predicting performance (14%)[1]. Structured interviews predict 26% of performance on the job – tied for second with cognitive tests and only 3 percentage points away from the best predictor of job performance, a work sample test (29%)[2].

  Our structured interview process consists of:
  a) A clear, agreed upon description of core competencies required for the work and different levels of each competency looks like. The process of gaining agreement on competencies required for a position by a strong team of SMEs who understand the work, has been just as important (or more than) the document resulting from that work.
  b) A consistent set of behavioral and situational questions that each field uses in interviewing
  c) Training to prepare our SMEs to interview with new interviewers required to apprentice before graduating to become an interviewer. This is a recently introduced process that we expect to increase interviewer adoption of these structured practices.

- o Mitigate selection bias using a minimum qualification panel: A consistent representative from each Community of Practice[3] within USDS, the USDS Administrator and Deputy Administrator, and the Head of Talent, make up a panel of SMEs who

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1 "In 1998, Frank Schmidt and John Hunter published a meta-analysis of 85 years of research on how well assessments predict performance. They looked at 19 different assessment techniques and found that typical, unstructured job interviews were pretty bad at predicting how someone would perform once hired.

Unstructured interviews have an r2 of 0.14, meaning that they can explain only 14 percent of an employee's performance. This is somewhat ahead of reference checks (explaining 7 percent of performance), ahead of the number of years of work experience (3 percent)." http://www.wired.com/2015/04/hire-like-google

[2] Frank Schmidt and John Hunter, 1998
[3] Communities of Practice are groupings of people in a given profession for the purpose of support and growth – e.g. designers, engineers, product managers and talent.

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review all data collected through the selection process and determine whether or not a candidate is minimally qualified to join the USDS.

After reviewing thousands of hires and comparing job performance and interviewer ratings, Google found no correlation between interviewer ratings and job performance. If a consistent panel of SMEs reviewed data provided through the selection process, there was a moderate correlation between the panel's decision and job performance in part because the panel understood and accounted for interviewer biases. We do not yet measure USDS individual performance in a way that would allow us to compare ratings of USDS team members with their initial interview results. If this is possible, it would be interesting to do as we mature.

Solution #3: Candidate Experience

Goal: Create a strong candidate experience, competitive with the private sector in terms of timeline, ease of application, and frequent communication.

Solution: Prioritize candidate experience by making it easy to apply, quickly processing incoming applications and hires, and frequently communicating with applicants.

Making the transition from the private to the public sector, even for 6 months to 4 years, is wrought with uncertainty. When the ease of application, speed of processing and level of communication with candidates are all far outside of benchmarks in the tech industry[4], that uncertainty can become too much. No matter how effectively we have identified and recruited candidates, our ability to consistently keep those candidates engaged decreases significantly when the hiring process is slow, opaque and doesn't account for the candidate experience. Unless we can quickly and effectively hire a candidate into a relevant position, the strongest technical talent experts will likely drop out of the process. Hiring is like riding a bike. If you stop moving, you fall over.

Specific Successful Tactics
- We use existing hiring tools to allow us to hire tech talent for tours of duty. In all areas of hiring, USDS teams use the **Schedule A hiring authority** or engage people as **Intermittent Consultants** to bring qualified people onto teams for a "tour of duty." We do not expect USDS team members to stay with the government for more than four years and share this as a benefit to candidates[5]. To date, on average USDS team members have stayed for about eight months, with the majority of team members starting after May 2015.

    o OMB and VA digital service teams are using the Schedule A "pilot" authority. It was explicitly created to allow the hiring of technical talent experts for two years, with
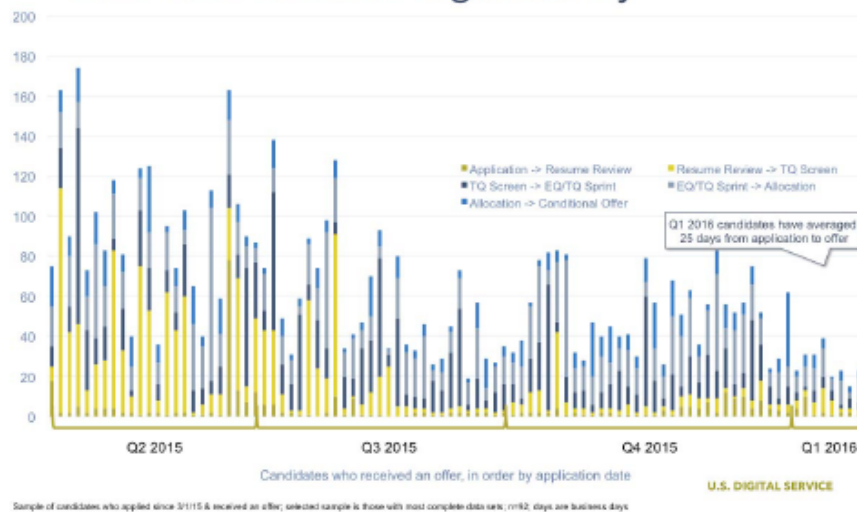
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[4] Per Dan Portillo, Talent Partner of Greylock Partners, 30-60 days to process a strong candidate from first contact to formal offer provides the hiring organization with an opportunity to close the candidate. Outside of 60 days, closing a competitive candidate becomes difficult.

[5] The average job tenure in tech, according to PayScale.com, is 3 years, with Google at 1.1 years and Amazon at 1 year - http://www.payscale.com/data-packages/employee-loyalty/least-loyal-employees. The Department of Labor notes that job tenure overall as of 2014 is 4.6 years - http://www.bls.gov/news.release/tenure.nr0.htm.

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the opportunity to renew for another two years. Only OMB, VA and GSA are allowed to use this pilot authority. There are a limited number of slots available and this position is tied to a position description.

- One other version of Schedule A, Schedule A (i)(3), has been used by the DDS, SSA, SBA and DHS digital service teams. It is available to ALL agencies through 2017 to hire. It allows the hiring of people to fill positions related to Smarter IT Delivery Initiative projects funded in the 2016 budget for 1 year, with the opportunity to renew for 1 more year.

- OMB also uses Intermittent Consultants, which are a temporary appointment for less than 1 year. The ability to hire intermittent consultants is available to ALL agencies. It is not limited to technical need.

- <u>Move with speed:</u> Hiring in the tech industry can happen as quickly as two weeks from interest to offer sent. The ability to keep a candidate in the process is directly related to the speed at which they can be hired. USDS has reached an average of 35 business days from application to interview to selection. It was taking up to 180 days to review and select candidates when USDS started. When we benchmarked against industry, we realized we were understaffed. So we built a staffing plan that included 6 people to review and process applications, analyze incoming application data, coordinate SME engagement and ensure strong candidate experience.

Time from candidate's application to offer has declined significantly

Candidates who received an offer, in order by application date

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Sample of candidates who applied since 3/1/15 & received an offer; selected sample is those with most complete data sets; n=92; days are business days

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o <u>We partner with senior leadership and awesome government colleagues</u> to improve candidate experience and speed during the security and background check.

In 2015, around 15 candidates were delayed due to security. From May 2015 to December 2015 we were routinely asking candidates to notify their current employers, leave their jobs, and move to DC with only 1-5 days of official notice.

"Anecdotally, lack of a clear offer letter and the inability to give sufficient notice is a particular barrier for women and people of color. On the HQ team, candidates generally receive a formal offer letter only a week prior to their start date, and in many cases, candidates only receive it 1-2 business days prior to starting."

We measured that the time to conduct a suitability decision on USDS personnel was ~40 business days, or 8 weeks, (on average) at OMB. From a candidate perspective, the candidate would learn that they had passed our selection process and receive a conditional offer within 35 business days, however they would have to wait another 40 business days to receive a formal offer letter. Upon receiving a formal offer letter, they would be expected to move to Washington, DC immediately, as tech talent is not concentrated in the area. In industry, best practice from first interview to formal offer letter for competitive candidates is around 30 days[6]. Given the need to compete with speed of industry, we worked with key stakeholders to identify potential ways to make this process as efficient and effective as possible. From March 2016 to June 2016, 40 business days has shrunk by 10-12 days. In addition, candidates are receiving formal offers approximately 10 business days prior to their start date. We believe that this is in part due to altering a few minor pieces of the process. We now:

- **Send all security and background check requests to candidate at once.** Have the candidate complete these forms by a deadline to mitigate the potential for delay in what can be perceived as a linear process.
- **Provide a formal offer letter to candidates as quickly as possible.** Formal offer letters have been sent to candidates an average of 1-5 days prior to their start date. Since most candidates are moving across the country, this creates undue risk and burden on candidates and therefore favors candidates that have the financial security and flexibility to take such a ris. OA has extended the validity date of candidate drug tests from 30 days to 90 days, removing a key blocker to providing formal offer letters to candidates earlier in the process.

- <u>Communicate early and often</u> – We check in with candidates who have applied, with a goal of at least 1x per week to set up interviews, check on progress, and strive to do the same through the security phase. While we don't always meet this goal, every recruiting team

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[6] From interview with Dan Portillo, Talent Partner at Greylock Partners.

member has a report that tracks success against this goal and all team members can see the report. We tell them what will happen (we will select you in about a month and potentially sooner depending on your schedule, background check can take two months => here is what you need to do to make the wait as short as possible), what is happening (weekly call or email with an update – even if that update is that nothing has happened), and we ASK them what has happened (please email me when you have completed x step of the process) so that we can track their progress against our SLAs and metrics.

Examples of specific communications that come from USDS include:

- Within 2 days of selection, the candidate hears from the talent team.
- They receive a 30 minute call from USDS to congratulate them, explain what comes next in the security process, including potential periods of silence that cause confusion.
- Then they have a "fit" conversation with an agency team lead within a week
- If the team wants a candidate, often within 24 hours of a fit conversation, the candidate receives an offer letter that is conditional upon passing security and background check.

- <u>Ask candidates what they think of the experience</u> – The only way to know if a candidate experience is strong is asking the candidate. So to that end we have asked candidates who have completed all interviews for their feedback on our selection process since October 28, 2015. Below are our average feedback scores.

Candidates are very satisfied with the joint hiring pipeline interview process

	Average Score
Overall, my interview experience was positive. (scale of 1-5, 5 being the highest)	4.60
My interviews started on time. (% yes)	87%
All interviewers were well prepared and conducted the interviews skillfully. (scale of 1-5, 5 being the highest)	4.70
I was treated with courtesy and respect. (scale of 1-5, 5 being the highest)	4.85
Overall, I have a more positive impression of USDS, having gone through the recruitment process. (scale of 1-5, 5 being the highest)	4.58

Survey feedback from interview sprints on 10/28, 12/2, 12/16, 1/6, 1/13, 1/20, 1/27, 2/3, 2/10, 3/2. n=95

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Solution #4: Data Driven Decisions

The three key areas that we have focused on improving – recruiting, selection and candidate experience – have continued to improve because of both our focus and our team's culture of data driven decision making and accountability.

1. To ensure we understand each key aspect of the candidate experience, we use data to drive decisions

    - <u>Invest in modern technology and support staff</u> to allow us to gather and analyze data as close to real time as possible. For example, we use Salesforce as an applicant tracking system (ATS) that allows talent team members to monitor their candidate pipelines and candidate applications, in additional we have hired a 10 person team of technical recruiters and talent operations folks who reach out to candidates regularly and ensure that their application is moving.

    - <u>Ensure that all team members can measure their progress against goals using real time data.</u> In Salesforce, we have developed a report that allows team members to see every candidate they are responsible for shepherding through the selection process, how recently that candidate has been contacted (green if under 1 week, yellow if 1-2 weeks, red if more), at what stage the candidate is in the process, and how long the candidate has been sitting at a given stage in the process. Every team member can see every other team members' reports in order to help when necessary.
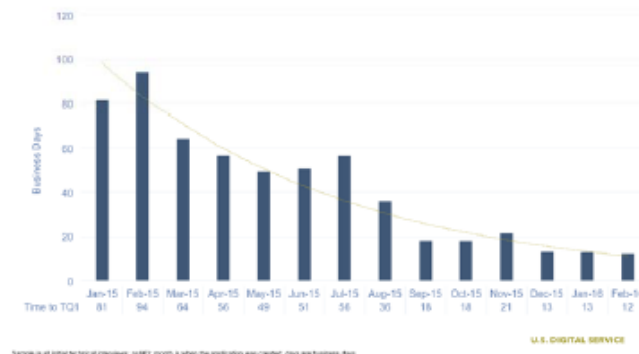
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Also all SMEs have personal dashboards in Salesforce to help them understand how successful they are at interviewing candidates. SMEs can see how many people who they believe strong or weak, have been deemed minimally qualified.

2. Hold ourselves and our colleagues accountable to goals and deadlines
   - Develop service level agreements with SMEs. We have set an overall goal of X days for USDS selection of candidates. Below is the ideal timeline for selection broken down by who is accountable for completing a given piece of the process. For example, SMEs agree to review resumes within x days.

Task	SLA
Application to sorting	1 day
Sorting to resume review	1 day
Resume review to qual call	4 days
Resume Review to TQ1	4 days
TQ1 to TQ2/EQ	5 days
TQ2/EQ to Allocation	10 days
TOTAL	**25 days**

The talent team reports our progress or regress to all USDS leads each week and suggests actions to improve. The process has gotten a lot shorter since we started doing this.

Gains are driven by faster resume review and interview scheduling

Time to TQ1	Jan-15 81	Feb-15 94	Mar-15 64	Apr-15 56	May-15 49	Jun-15 51	Jul-15 56	Aug-15 30	Sep-15 18	Oct-15 18	Nov-15 21	Dec-15 13	Jan-16 13	Feb-16 12

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3. Build the service using agile and iterative practices

   - Make measurement a part of the culture. Our team spends one week each quarter using data to measure progress against objectives and key results, then using those measurements to determine next steps. Any proposal can be challenged or supported with strong data.

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- Pilot, measure, learn, iterate. All significant changes to our process start with developing a minimum viable product, piloting the concept with as little risk as possible to understand return, gathering the data, learning from it and iterating. For example, after our design community worked with talent team to develop a set of competencies required to be successful in a USDS position, in December of 2015 we spent 2 months piloting use of these competencies in the interviewing process. Based on feedback from interviewers after two months, we improved the process, and developed an interviewer training. Once design had piloted using competencies in interviews, our other key fields requested the same. Today all job areas within USDS use competencies in interviewing.

  Sample piloted solution: One of the challenges that we faced was the effective review of our resumes. Many of our candidates had technical resumes to showcase their knowledge. However, without technical knowledge, many of these technical resumes are difficult to understand and challenging to map to the corresponding factors within the position description. As such, we uncovered two solutions to help with this issue:

  - **Digital Service SME Coversheet**
      - *Issue* – Technical resumes reviewed by non-technical people would get rejected because they were not understood.
      - *Solution* – USDS to translate technical resumes to ensure EOP OMB Digital Service Factors are met for hiring. The idea for this solution was suggested by our colleagues at MOD and came about by proactively sharing challenges and seeking solutions. We were able to operationalize this idea immediately by creating a coversheet that mapped each factor to each area of the resume that demonstrated the candidate's ability to meet this factor.
  - **Digital Service Expert – Additional Classification**
      - *Issue* – The Digital Service position description was broad but needed further detail to differentiate amongst the various candidates we were recruiting who were part of the digital service family job description, but specific to a sub-category (e.g. technical recruiters, who are often, technical people as well).
      - *Solution* – OMB HR identified a solution that allowed the digital service expert title to be further classified to account for all the sub-categories of a technical talent expert. Examples include the "Digital Service Expert – Technical Recruiter" or "Digital Service Expert – Procurement."

SUBJECT MATTER EXPERT COVERSHEET
Accompanies candidate's resume

The U.S. Digital Service evaluated XXX resume and conducted three interviews with her—including two technical interviews. After this process, she was sent to the **Minimum Qualification Panel** where the leadership of the U.S. Digital Service found her qualified for a position at the U.S. Digital Service, based on her past experience and skills. She joined us as an Intermittent Consultant for 3 months, before deciding to leave her lucrative engineering job at Google to join public-service full-time.

Below is a **Subject Matter Expert justification** outlining how she meets the knowledge required for this position based on the **Digital Service Expert** PD;

Knowledge Required by the Position

Mastery of using technologies to deliver services to consumers and businesses. Capability to plan and manage or review and recommend to the senior most level officials in government specific innovations (systems, operating positions, management philosophies, policies, measures) causing significant impact to citizen and business experience with government services or critical agency systems or programs.

> *To fulfill its mission, the U.S. Digital Service requires staff with deep engineering expertise. ▮▮▮▮▮ has exactly the kind of engineering skills we are looking for.*

> *XXX has been a software engineer at Google since 2011. This position requires the highest level of proficiency with modern programming languages (Python, Go, C, C++, C#) and methodologies. From 2005-2011, she worked as an engineer at Hewlett-Packard, where she developed software programs across the company using agile best practices.*

> *She also holds a BS in Computer Science from Stanford University—one of the leading programs in the world, indicating her deep training in modern computing practices.*

Expertise in building services driven by user needs. Expertise in user centered design and user testing. Expertise in product delivery, agile development methodologies, and open source software development. Familiarity or experience in working with high tech start-ups or private sector technology companies.

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Entrepreneurs-in-Residence (EIR) at the Department of Health and Human Services

Background

The Entrepreneurs-in-Residence (EIR) established in 2012 is housed in the HHS Office of the Chief Technology Officer within the Idea Lab. The program uses tour of duty hiring to create collaborations among skilled innovators and internal career employees for high-risk and high-reward projects. The goal of EIR is to deliver transformational change by finding unique skillsets needed to solve the nation's most critical challenges in health, healthcare, and the delivery of human services.[64] Tours for EIRs are typically no more than 13 months.

An early pilot of tour of duty hiring occurred at the Federal Drug Administration (FDA) in 2011, when the EIR program created collaborations between state-of-the-art thinking in business processes, device innovation, decision science, and information technology to device reviews. The goal was to deliver transformational change by combining the best internal and external talent in testing, validating, and scaling successful devices; the result, through three separate rounds of the program from 2011-2016, was the development of new operational procedures to advance innovation. Former U.S. Chief Technology Officer (CTO) Todd Park commented that the FDA EIR program was "phenomenal" for using tour of duty hiring approaches to connect internal innovators with outside entrepreneurs.[65]

Selected Accomplishments (Impact)

The EIR has supported 15 projects since its inception, including 56 HHS career staff and 21 EIRs.[66]

- An EIR with experience in agile and open-software development created a prototype of a new, flexible architecture and application program interface (API) for the Centers for Medicare and Medicaid Services' (CMMS) National Plan and Provider Enumeration System in nine months. Compared to the traditional approach of hiring outside contractors, CMMS estimates that the EIR completed the work in half the time and at one-thirtieth of the cost.[67]

- An EIR modernized the paper-based system for tracking organs in the National Organ Procurement and Transplantation Network overseen by the Health Resources and

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[64] HHS Idea Lab, "Entrepreneurs-In-Residence Program," https://www.hhs.gov/idealab/eir-program/

[65] FDA Voice, "Making a Difference: Innovation Pathway and Entrepreneurs in Residence," U.S. Food and Drug Administration blog, April 10, 2012, https://blogs.fda.gov/fdavoice/index.php/tag/innovation-pathway/

[66] HHS Idea Lab, "Entrepreneurs-In-Residence Program," https://www.hhs.gov/idealab/eir-program/

[67] A. Cudaback, "Government Infecting Itself with Entrepreneurial Spirit," Techonomy, July 1, 2015, http://techonomy.com/2015/07/government-infecting-itself-with-entrepreneurial-spirit/

Services Administration by developing a prototype, including a tablet, scanner, and hand-held printer, within six months and tested it on 194 organ procurements in five states.[68]

How it Works

HHS used Schedule A(r) hiring authority to create a program designed to bring healthcare innovators from the private sector into HHS to work on new initiatives. The program created groups of thinkers and doers that were able to accomplish mission objectives with remarkable agility. The defined time-frame of the "residency" was integral for motivating fast progress, and the hiring structure also attracted talent who otherwise would not have come on board for a public service stint.

Additional Resources

Making a Difference: Innovation Pathway and Entrepreneurs in Residence[69]

VIDEO: Susanna Fox, "Why Serve as an Entrepreneur-in-Residence"[70]

Fellowship Programs

Background

Fellowship programs allow agencies to reach back into their pool of exceptional recruits to accelerate the staffing of priority challenges. Like other flexible hiring models, fellowships complement—but do not replace—existing hiring methods. Agencies may consider:

- Participating in existing Presidential fellowship initiatives to source their talent needs; or

- Establishing an agency-specific fellowship program.

Several agencies have used Presidential fellowships in recent years as one avenue for achieving agility in hiring and deploying talent. Prestige is an additional factor in attracting proven, senior leaders who may not have otherwise considered a tour of duty in the federal government. Among

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[68] Ibid.

[69] FDA Voice, "Making a Difference: Innovation Pathway and Entrepreneurs in Residence," U.S. Food and Drug Administration blog, April 10, 2012, https://blogs.fda.gov/fdavoice/index.php/2012/04/making-a-difference-innovation-pathway-and-entrepreneurs-in-residence/

[70] HHS Idea Lab, "An Extraordinary Opportunity to Apply Your Keen, Superhuman Abilities in Systems Architecture to Improve Patient Health," https://www.hhs.gov/idealab/superhuman-powers-to-improve-patient-health/

the ranks of recent fellows are former top executives from Google, GM, Accenture, Pepsi, and Goldman Sachs. Although small in scale, Presidential fellowship programs, such as Presidential Innovation Fellows (PIF) and Presidential Executive Fellows (PEx), have successfully recruited and hired tours of duty in recent years. Fellows have provided leadership on major initiatives including the HealthCare.gov relaunch.[71]

The creation of agency-specific fellowship programs is another potential avenue for sourcing top talent. How-to guidance provides a template that agencies can use in the development of their own fellowship programs under Schedule A(r) authority.[72]

Presidential Innovation Fellows (PIF) Program[73]

The PIF program brings the principles, values, and practices of the innovation economy into government. Begun in 2012, this highly competitive 12-month program pairs diverse technologists and entrepreneurs with top civil servants to collaborate during focused tours of duty. These teams of government experts and PIFs take a user-centric approach to the intersection of people, processes, products, and policy.

Selected Accomplishments (Impact)

PIFs have leveraged the power of open data to create new products and jobs, improved the ability of the federal government to respond effectively to natural disasters, designed pilot projects that make it easier for startup companies to do business with the federal government, and more.[74] Because PIFs are on time-bounded assignments, they are often tasked with developing discrete products or platforms that can be the starting point for continued discussion and partnership. At the same time, PIFs have also worked with agencies on problem discovery and definition, culture transformation, and change management issues. Selected projects include:

- With the support of PIFs, the FDA launched openFDA to provide easy access to public FDA datasets. The portal makes several valuable FDA public datasets—including millions of adverse event and medication error reports on FDA-regulated

[71] A. Francisco, "Improving the healthcare.gov experience", 18F, June 25, 2015, https://18f.gsa.gov/2015/06/25/improving-healthcare-gov-experience/

[72] Office of Personnel Management, "Hiring Excellence: Fellowships and Industry Exchange Programs Hiring Authority–5 CFR 213.3102 (r)," https://hru.gov/Studio_Recruitment/documents/Fact%20Sheet%20R%20Authority%20Final.pdf

[73] Information derived from Olson, N., in-person interview, July 1, 2016.

[74] Obama White House, "Meet the Presidential Innovation Fellows," August 17, 2015, https://medium.com/@ObamaWhiteHouse/meet-the-presidential-innovation-fellows-194dec20442b

drugs—available to the public for the first time, via application programming interfaces and raw structured files.[75]

- RFP-EZ is an online platform developed by the U.S. Small Business Administration PIFs in only six months, making it easier for innovative small tech businesses to bid on government contracts, while improving federal agencies' ability to identify bids that offer the best value for taxpayers.[76]

- PIFs assisted HHS in expanding the reach of the Blue Button Initiative to over 150 million consumers across the country, providing secure, electronic access to their personal health records in order to make more informed decisions about their health care.[77]

- At Veterans Affairs, PIFs helped develop an online GI Bill Comparison Tool that makes it easier for veterans, service members, and dependents to calculate their Post-9/11 GI Bill benefits and learn about the VA's approved colleges, universities, and available education and training programs across the country.[78]

How it Works

PIFs are embedded within a federal agency to collaborate on challenges with innovators inside government. PIFs, whose salaries are funded by their agency partners, operate with wide latitude for individual initiative in planning and executing solutions to problems, and they spend a significant portion of their time co-working and collaborating with other PIFs. Throughout the program, PIFs receive structured support from partners in the White House and leaders across various federal agencies. Agency leaders interested in obtaining a PIF must first propose a project, with a problem statement and goal.[79]

PIF uses a cohort-based staffing model: Project submissions from agencies are not time-bounded, but hires are recruited and onboarded twice per year. The program's structure allows for a degree of fluidity and responsiveness for agency needs while maintaining the cohort culture and sense of

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[75] Food and Drug Administration, "openFDA: Open-source APIs and a developer community for FDA data," from June 2014, https://open.fda.gov/

[76] E. Robinson, "Making Procurement Better: RFP-EZ", U.S. Small Business Administration blog, February 4, 2013, https://www.sba.gov/blogs/making-procurement-better-rfp-ez

[77] Department of Health and Human Services/Office of the National Coordinator for Health Information Technology, "About the Blue Button Movement," https://www.healthit.gov/patients-families/about-blue-button-movement

[78] Department of Veterans Affairs, "GI Bill® Comparison Tool," https://www.vets.gov/gi-bill-comparison-tool

[79] General Services Administration, "Presidential Innovation Fellows: Supported Agencies," https://presidentialinnovationfellows.gov/agencies/

community. When a project fit is identified, PIFs can be deployed to an agency within months while framework arrangements are formalized as the PIFs are hired and onboarded.

PIF's experiences have found that agency champions are key for successful collaborations. Time should be invested upfront in adequately scoping projects beforehand, with the goal of building support and buy-in with agency collaborators. Frictions are further lessened when senior leadership (like a Chief Information Office/Chief Innovation Officer/CTO) is continually engaged in supporting the collaboration.

Additional Resources

Meet the Presidential Innovation Fellows[80]

Innovation Fellows talk about their projects [1:28][81]

Presidential Executive Fellows (PEx) Program through the Federal Executive Institute (FEI)[82]

Background

The PEx program identifies and recruits senior executives from private and non-profit sectors who seek a tour of duty in a federal agency to work on a national challenge.[83] Current and previous fellows include Fortune 500 Chief Executive Officers, Chief Financial Officers, Chief Operation Officers, and CTOs. In this executive developmental program, fellows serve as advisors, strategists, and problem solvers, providing unique perspective in information technology, lean management, health care, veterans, and finance. PEx fellows help to transform and improve how government serves the American people.[84]

Key Accomplishments (Impact)

Since early 2015, PEx has partnered with nine federal agencies to place top talent via temporary appointments to work alongside federal executives to solve our nation's most challenging problems. PEx fellows have been placed at eight agencies, with a growing pipeline of agencies seeking new talent. Below are highlights of PEx Fellows accomplishments.

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[80] Obama White House, "Meet the Presidential Innovation Fellows," https://medium.com/the-white-house/meet-the-presidential-innovation-fellows-194dec20442b#.k8dx1gpqp

[81] Ippolito, A, "Video: Andrea Ippolito: Presidential Innovation Fellow," https://presidentialinnovationfellows.gov/assets/videos/andrea-ippolito-video.webm

[82] Information derived from McIntosh, R., materials provided by email communication, November 28, 2016.

[83] Office of Personnel Management, "Center for Leadership Development," https://leadership.opm.gov/index.aspx

[84] Office of Personnel Management, "Center for Leadership Development: Presidential Executive Fellows Program," February 27, 2017, https://cldcentral.usalearning.net/mod/page/view.php?id=21299

- Directed the Environmental Protection Agency's (EPA) Water Infrastructure Resiliency Finance Center, launched by Vice President Biden and EPA Administrator McCarthy in January of 2015.

- Provided technical assistance to Congress on behalf of the Department of Treasury in the drafting and adoption of the Puerto Rico Oversight, Management, and Economic Stability Act, and developed the Administration's FY 2016 budget proposal to expand the use of tax-exempt financing for public-private partnerships.

- Created a toll-free access platform, MyVA311, to serve as a 24/7 one-stop information service platform for all of the Department of Veterans Affairs core services.

- Encouraged private sector capital investment in rural America by injecting $100 million into the Department of Agriculture's Open Prairie Rural Opportunities Fund.

How it Works

Hosted at the Federal Executive Institute (FEI), PEx is administered by a permanent program office. Program managers identify and recruit applicants, assist host agencies to identify appropriate appointment authorities, support Fellows in their transition into federal service to maximize impact, and provide developmental opportunities to Fellows in order to build their understanding and appreciation for public sector mission and operations. The underlying hiring authority varies based on specific need, as each appointment is unique and often includes senior positions. PEx provides technical assistance so that each agency can use the full range of hiring authorities at its disposal to make the appointment.

PEx has built upon the prior experiences of Presidential fellowships, like the Presidential Management Fellows. Leveraging the experience and knowledge of existing programs has helped tailor the fellowship segmenting and lower the program's cost. PEx is interested now in partnering with agencies to help support the creation of agency-specific fellowships under the PEx brand.

Presidential Management Fellows (PMF) Program

Background

In 1977, President Jimmy Carter established the Presidential Management Intern program through E.O. 12008. Subsequent executive orders changed the program to its current state by expanding its eligibility and changing its name to the PMF.[85] Administered by OPM, the PMF is a leadership development program for entry-level advanced degree candidates designed to develop a cadre of

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[85] EO 12364, EO 13318, EO 13562

potential federal government leaders. PMF allows federal agencies, in addition to the legislative and judicial branches, to hire individuals from a variety of disciplines.

Key Accomplishments (Impact)

Since the inception of the PMF, more than 6,000 interns and fellows have participated in PMF. For the past 10 years the average rate of PMF finalists appointed to a federal position is 60%.[86] Many former PMF continue to serve throughout the federal government in senior management positions.[87] For the 2017 PMF cycle, the program received 6,370 applications and selected 417 as finalists. The finalist pool represented 60 different disciplines, 140 academic institutions, and 10% are veterans.[88,89]

How it Works

Hiring authority for PMF is authorized by the Pathways Program (Schedule D; 5 CFR 362). The PMF Program office in OPM provides multiple resources for hiring agencies and applicants, including outlining the agencies roles and responsibilities by hiring a PMF, how to find finalists, training and development information, and forms and templates. In addition to applicants having an advanced degree, they must complete a rigorous assessment process. OPM administers an assessment to evaluate candidates on problem-solving, interpersonal skills, motivation for service, adaptability, integrity, and oral/written communication.[90] Based on these scores, OPM identifies finalists and makes their resumes available to hiring federal agencies.

Federal agencies can post open positions specifically for PMF finalists and not open to the general public to PMF's Projected Positions System. The online system allows PMF finalists to identify open agency positions, filtering by location, position title, and job type. Additionally, OPM hosts a job fair in Washington, D.C. typically in the spring for current PMF finalists and participating federal agencies. PMF finalists have 12 months from the date they are selected as finalists to accept and start a PMF appointment with an agency. After serving two years in the excepted service,

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[86] Office of Personnel Management, "Presidential Management Fellows (PMF) Program: 2017 PMF Academia Meeting," 2017, https://www.pmf.gov/media/99778/2017_presentation_for_academic_institutions_11-14-16.pdf

[87] Office of Personnel Management, *Presidential Management Fellows Program: Guide for Agencies,* February 6, 2009, https://www.pmf.gov/media/970/agencyguide.pdf

[88] Office of Personnel Management, "Presidential Management Fellows (PMF) Program: Official List of Finalists for the PMF Class of 2017," January 11, 2017, https://www.pmf.gov/media/100372/2017_list_of_finalists_web_01-11-17.pdf

[89] Office of Personnel Management, "Presidential Management Fellows (PMF) Program: Success Stories," https://www.pmf.gov/success-stories.aspx

[90] Office of Personnel Management, "Presidential Management Fellows (PMF) Program: 2017 PMF Academia Meeting," 2017, https://www.pmf.gov/media/99778/2017_presentation_for_academic_institutions_11-14-16.pdf

PMFs have the opportunity to non-competitively convert to a permanent or term position at the completion of their fellowship.[91]

Additional Resources

Hiring a Presidential Management Fellowship Fact Sheet[92]

USAID's PMF Best Practices[93]

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[91] Office of Personnel Management, "Pathways for Students & Recent Graduates to Federal Careers: Presidential Management Fellows Program: Fact Sheet," https://www.pmf.gov/media/40923/pathways_pmfp_factsheet_05-11-12.pdf

[92] Office of Personnel Management, "Presidential Management Fellows (PMF) Program: Hiring a Presidential Management Fellow (PMF) Fact Sheet," April 6, 2011, https://www.pmf.gov/media/979/hiring_a_pmf_factsheet_04-06-11_final.pdf

[93] Agency for International Development, *ADS Chapter 460: Presidential Management Fellows Program,"* February 27, 2013, https://www.pmf.gov/media/91848/usaid_combined_best_practices_04-01-15.pdf

Appendix B. Examples of Supporting Policies

Policies (legislation and authorities, regulations, and others) that provide federal agencies with hiring authorities and flexibilities, such as direct hiring and time limited appointments, encourage tour of duty practices. Federal employees should consult with their Human Resources office for agency-specific guidance on the use of these and other hiring and pay authorities.

Federal Authorities

Competitive Service

- Competitive Civil Service [Governed under 5 USC 33]. Applicants must complete the competitive hiring process, which may consist of a written test or an evaluation of experience before appointment to the federal civil service.

Excepted Service

- Schedule A and B Appointments [Governed under 5 CFR 213 Subpart C]. Allows federal agencies to make appointments without regard to competition when the use of the traditional competitive examination methods is not practical.

Examples include:

Schedule A

- 30 Day Critical Hire [Governed under Schedule A, section 213.3102(i)(2)]. Allows federal agencies to meet short-term hiring need to fulfill an agency's mission by appointing an individual for 30 days with the option to extend for an additional 30 days.

- Smarter Information Technology (IT) Delivery Hiring Authority [Governed under 5 Schedule A, CFR 213.3102(i)(3)]. Allows federal agencies to appoint technical positions needed to carry out the Smarter IT Delivery Initiative for up to one year. No appointments may be made under this authority after September 30, 2017.[94]

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[94] Office of Personnel Management, "Smarter IT Delivery Schedule A Hiring Authority," Chief Human Capital Officers Council (CHCO), May 1, 2015, https://www.chcoc.gov/content/smarter-it-delivery-schedule-hiring-authority

Schedule D

- Pathways Program (Presidential Management Fellows) [Governed under Schedule D, 5 CFR 362]. Allows federal agencies to appoint individuals with a qualifying advanced degree for two years.[95]

Time-Limited Appointments

Examples of authorities with time-limited appointments include:

- Term Appointment [Governed under 5 CRF 316 Subpart C]. Allows federal agencies to fill non-permanent positions for more than one year but not more than four years.[96]

- Temporary Limited Appointment [Governed under 5 CRF 316 Subpart D]. Allows federal agencies to appoint individuals for a maximum of one year to meet a short-term need.

- Intergovernmental Personnel Act (IPA) Mobility Program [Governed under 5 USC Sections 3371 through 3375 and 5 CFR Part 334]. Allows federal agencies to temporarily hire skilled personnel from state and local governments, institutions of higher education, Indian tribal governments, and other eligible organizations for a maximum of four years.[97]

- Expert and Consultant Pay [Governed under 5 USC. 3109 and 5 CFR part 304]. Allows federal agencies to hire experts—individuals qualified by education and experience to perform challenging tasks—or a consultant—an individual who provides valuable advice drawn from broad experiences—that is not to exceed one year or on an intermittent basis.[98]

Veterans Hiring Authorities

- Persons with Intellectual Disabilities, Severe Physical Disabilities, and Psychiatric Disabilities [Governed under 5 CFR 213.3102(u)]. Allows federal agencies to appoint

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[95] HR University, "Hiring Authorities/Other Hiring Options: Schedule D–Pathways Programs," Recruitment Policy Studio/Federal Section/Hiring Toolkit, https://hru.gov/Studio_Recruitment/HT_05_Schedule_D_-_Pathways_Programs.aspx#pnlToolkit

[96] See D. Basco et al., F*ederal Term Appointment Hiring Authorities for Science, Technology, Engineering, and Mathematics Personnel,* IDA Science and Technology Policy Institute, April 2014, Table 1 pages 10-13. for further information on federal authorities related to term appointments. https://www.ida.org/idamedia/Corporate/Files/Publications/STPIPubs/2014/ida-d-5148.ashx.

[97] Office of Personnel Management, "Hiring Information: Intergovernment Personnel Act," https://www.opm.gov/policy-data-oversight/hiring-information/intergovernment-personnel-act

[98] Office of Personnel Management, "Pay & Leave: Pay Administration/Fact Sheet: Expert and Consultant Pay," https://www.opm.gov/policy-data-oversight/pay-leave/pay-administration/fact-sheets/expert-and-consultant-pay/

eligible veterans who have a severe, psychological, or intellectual disability and provides opportunity for conversion to permanent positions in the competitive service.

- Thirty-percent disabled Veteran [Governed under 5 CFR 315.707]. Allows federal agencies to make noncompetitive appointments leading to conversion to career or career-conditional employments of a disabled veteran who has a compensable disability of 30 percent or more.

Other Flexible Hiring Authorities

- Direct Hire Authority [Governed under 5 USC Section 3304 and 5 CFR Part 337, Subpart B]. Allows federal agencies to appoint candidates into positions without regard to 5 USC Section 3309 through 3318.[99] Government-wide direct hire authorities include those for information technology management and acquisition positions, among others. Agencies may also request agency-specific direct hire authorities.

- Fellowships and Industry Exchange Programs (R Authority) [Governed under 5 CFR 213.3102(r)]. Allows federal agencies to hire fellows and individuals from similar programs that provide developmental or professional experiences for up to four years when recruitment is from limited applicant pools.[100]

- Noncompetitive Appointment of Present and Former Peace Corps Personnel [Governed under 5 CFR 315.607].[101]

Hiring Authorities with Noncompetitive Conversion

Examples of government-wide appointing authorities that permit or require an agency to noncompetitively convert employees to career or career-conditional appointment from excepted service or temporary appointments include:

- Veterans Recruitment Appointment (VRA) [Governed under 38 USC 4214; 5 CFR Part 307; 5 CFR 315.7050]

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[99] Office of Personnel Management, "Hiring Information: Direct Hire Authority/Governmentwide Authority," https://www.opm.gov/policy-data-oversight/hiring-information/direct-hire-authority/#url=Governmentwide-Authority

[100] HR University, "Hiring Excellence: Fellowships and Industry Exchange Programs Hiring Authority–5 CFR 213.3102 (r)," https://hru.gov/Studio_Recruitment/documents/Fact%20Sheet%20R%20Authority%20Final.pdf

[101] Government Publishing Office, "5 CFR 315.607 – Noncompetitive Appointment of Present and Former Peace Corps Personnel," January 1, 2012, https://www.gpo.gov/fdsys/granule/CFR-2012-title5-vol1/CFR-2012-title5-vol1-sec315-607

- Disabled Veterans Authorities [Governed under 5 USC 3112; 5 CFR 316.402(b)(4); 5 CFR 315.707]

- Presidential Management Fellows Program authorities [Governed under Executive Order 12364; 5 CFR 213.3102(ii); 5 CFR Part 362; 5 CFR 315.708]

- Interchange Agreements [Governed under 5 CFR 6.7]. Employees in the excepted service at the Tennessee Valley Authority, Nuclear Regulatory Commission, Veterans Health Administration of the Department of Veterans Affairs, Nonappropriated Fund employees of DOD, Federal Aviation Administration, Department of Transportation, Department of Homeland Security, and Corporation for National and Community Service can move from the excepted services to the competitive service.

Additionally, some agencies may have their own conversion authority based on specific provisions of the law.[102]

Policy Guidance

"Institutionalizing Hiring Excellence to Achieve Mission Outcomes," OMB M-17-03, Nov 1 2016.

"Smarter IT Delivery Schedule A Hiring Authority," OMB, May 1, 2015.[103]

Legislation and Executive Orders

Competitive Services Act of 2015 (P.L. 114-137). Permits federal agencies to share certificates for similar positions and allows agencies to review and hire candidates from other agencies.

Executive Order 13704 Presidential Innovation Fellows Program. 2015 order made the PIF program permanent.

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[102] Office of Personnel Management, "Hiring Information: Competitive Hiring/Types of Appointments," https://www.opm.gov/policy-data-oversight/hiring-information/competitive-hiring/#url=AppointmentsLeadingNoncompetitive

[103] Office of Personnel Management, "Smarter IT Delivery Schedule A Hiring Authority," Chief Human Capital Officers Council (CHCO), May 1, 2015, https://www.chcoc.gov/content/smarter-it-delivery-schedule-hiring-authority

Appendix C. Additional Resources

Communities of Practice

Federal agencies interested in participating in communities of practice may wish to learn more about or participate in the follow groups:

- Fellows in Innovation: A coalition of fellows across the executive branch of the federal government, who have an opportunity to contribute to priority initiatives and pitch innovative ideas, while building skills and connecting with new partners across the federal government.[104]

- CIO Council's Workforce Committee: Addresses the challenges of CIOs by creating resources and tools for an exemplary IT workforce, in addition to identifying and coordinating effective solutions for hiring, training, and professional development in the IT workforce.[105]

- Chief Human Capital Officers Council: The Chief Human Capital Officers Council serves the Nation by advising and collaborating with the U.S. Office of Personnel Management and other stakeholders to create human capital management strategies that attract, develop, and retain a high-performing, engaged and diverse federal workforce.[106]

Select Contacts at Federal Agencies

Agencies interested in learning more about incorporating tour of duty hiring approaches into their process can contact:

Jennifer Tress

 Agency: GSA

 Role: Talent Team Director, 18F

 Email: Jennifer.tress@gsa.gov

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[104] Fellows In Innovation, "Welcome," https://fellows-in-innovation.pif.gov/

[105] Chief Information Officer and the Federal CIO Council, "Workforce Committee," https://cio.gov/about/groups/workforce-committee/

[106] Chief Human Capital Officers Council, https://www.chcoc.gov/

Arianne Gallagher

> Agency: OMB

> Role: Performance Manager

> Email: Arianne_J_Gallagher@omb.eop.gov

Jennifer Anastasoff

> Agency: OMB

> Email: Jennifer_Anastasoff@omb.eop.gov

Katika Floyd

> Agency: OPM

> Role: Senior Human Resources Specialist

> Email: Katika.Floyd@opm.gov

Select OPM Resources

OPM's Hiring Excellence points to an array of existing resources and tools, including the following:

- The Hiring Toolkit[107]
- The Hiring Decision Tool[108]
- The Recruitment Policy Studio[109]
- Hiring Excellence Mythbusters[110]
- Human Resources Flexibilities and Authorities Handbook (2013)[111]

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[107] HR University, "Basics of Hiring," Recruitment Policy Studio/Federal Section/Hiring Toolkit, https://hru.gov/Studio_Recruitment/HT_Hiring_Toolkit.aspx#pnlToolkit

[108] HR University, "Hiring Decision Tool," Recruitment Policy Studio/Federal Section/Hiring Toolkit, https://hru.gov/Studio_Recruitment/HT_Hiring_Decision_Tool.aspx

[109] HR University, "Recruitment Policy Studio," https://hru.gov/Studio_Recruitment/Studio_Recruitment.aspx

[110] Office of Personnel Management, "Hiring Excellence: Mythbusters," https://www.opm.gov/policy-data-oversight/hiring-information/hiring-excellence/tools-resources/hiring-excellence-mythbusters.pdf

[111] Office of Personnel Management, *Human Resources Flexibilities and Authorities in the Federal Government*, August 2013, https://www.opm.gov/policy-data-oversight/pay-leave/reference-materials/handbooks/humanresourcesflexibilitiesauthorities.pdf

- Delegated Examining Authorities Handbook (Refer to Chapter 2, Section A for a review of hiring flexibilities.)[112]

- "Institutionalizing Hiring Excellence to Achieve Mission Outcomes," OMB M-17-03, November 1, 2016. (Refer to Appendix E for quick overview of hiring authorities.) [113]

- *Fast Facts for Hiring Officials*, HR University[114]

Select Resources on Flexible Hiring

- D. Basco, et al., "Federal Term Appointment Hiring Authorities for Science, Technology, Engineering, and Mathematics Personnel," Institute for Defense Analyses, April 2014. Provides an overview of using time-limited appointments to promote STEM.

- "Cybersecurity Hiring, Pay, and Leave Flexibilities", U.S. Office of Personnel Management (OPM), 2016. Provides an overview of flexibilities in the federal government that can be used to recruit and retain civilian cybersecurity professionals.

- Excepted Service Hiring, which includes how-to steps for:[115]

  o Making 30-Day Critical Hiring Need Appointment;

  o Using OPM-approved Schedule A hiring authority for Digital Services; and

  o Appointing individuals under an agency-specific Schedule A or Schedule B authority.

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[112] Office of Personnel Management, *Delegated Examining Operations Handbook: A Guide for Federal Agency Examining Offices,* May 2007, https://www.opm.gov/policy-data-oversight/hiring-information/competitive-hiring/deo_handbook.pdf

[113] S. Donovan, "Memorandum for Heads of Executive Departments and Agencies–Subject: Institutionalizing Hiring Excellence to Achieve Mission Outcomes," U.S. Office of Management & Budget and U.S. Office of Personnel Management, November 1, 2016, https://obamawhitehouse.archives.gov/sites/default/files/omb/memoranda/2017/m-17-03.pdf

[114] HR University, "Fast Facts for Hiring Officials," https://hru.gov/Studio_Recruitment/documents/Fast_Facts_for_Hiring_Officials.pdf

[115] HR University, "Excepted Service Hiring - Understanding the Excepted Service," Recruitment Policy Studio/Federal Section/Hiring Toolkit, https://hru.gov/Studio_Recruitment/HT_Excepted_Service_Hiring.aspx#pnlToolkit

- S. Howieson, et al., "Federal Personnel Exchange Mechanism," Institute for Defense Analyses, November 2013. (Refer to Section C for overview of Intergovernmental Personnel Act.)[116]

- "Other Strategies to Meet Hiring Requirements," U.S. Office of Personnel Management (OPM), September 2005. Provides an overview of hiring flexibilities available to federal agencies.

- Schedule D – Pathways Programs[117]

Further Reading on Recruitment and Hiring

- R. Goldenkoff, GAO-08-762T, Human Capital Transforming Federal Recruiting and Hiring Efforts, GAO, May 2008.

- GAO-16-521, "Federal Hiring: OPM Needs to Improve Management and Oversight of Hiring," U.S. government Accountability Office (GAO), August 2016. Report encourages agencies to make further use of the full range of available hiring authorities.

- Hiring and Pay Authorities for Federal Scientific and Technical (S&T) Personnel, Congressional Research Service, May 29, 2009.

- R. Hoffman, "How to Organize Modern Employment," LinkedIn, October 23, 2014. Provides information on the use of tours of duty in the private sector.

- H. Reid, et al., "Tour of Duty: The New Employer-Employee Compact," Harvard Business Review, June 2013. Provides information on the use of tours of duty in the private sector.

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[116] S. Howieson et al., *Federal Personnel Exchange Mechanisms,* IDA Science and Technology Policy Institute, November 2013, https://www.ida.org/idamedia/Corporate/Files/Publications/STPIPubs/D-4906.ashx

[117] HR University, "Hiring Authorities/Other Hiring Options: Schedule D–Pathways Programs," Recruitment Policy Studio/Federal Section/Hiring Toolkit, https://hru.gov/Studio_Recruitment/HT_05_Schedule_D_-_Pathways_Programs.aspx

Appendix D. Example Memo and Template for Establishing a Schedule A(r) Fellowship Program

This example memo provides language to draft a memo to establish a Schedule A(r) fellowship program. A fellowship program structured under this authority has flexibilities to fill positions that require niche experiences. Please review example memo for more detailed information.

Key notes:

- This fellowship program should be structured to supplement, but not replace, the current recruitment of Presidential Management Fellows (PMF) or the normal competitive process to fill FTEs within an office, agency, or department.

- It is recommended to cap total FTEs hired under this fellowship to a threshold identified by your human resources or human capital office and can be a percentage of an office's FTEs cap.

- 5 CFR 213.3102(r) allows for appointments of up to 4 years. An agency is not required to make the appointment in 2 year increments. Appointments cannot exceed a total of four years. These fellows will not be afforded automatic conversion from time-limited to career appointments.

Template instructions:

- Identify the goals and objectives of the fellowship program and need to use a flexible hiring authority.

- Discuss the need, goals, and objectives of fellowship program with human resources or human capital office. Make sure to coordinate development of this fellowship program with the legal counsel, human resources, and financial management offices.

Review this memo template for an example structure of the fellowship program.

<Date>

ACTION MEMORANDUM FOR <Name and title to human resources office>

FROM: <Name and Title>

SUBJECT: Establishing <Office Name> Fellowship Program

This memorandum proposes establishing the <title of fellowship program>, a rotational fellowship program under the authority of 5 CFR 213.3102(r). The merits of such a fellowship program include:

<The below section should include the goals and objectives of the fellowship program, as well as any anticipated benefits to the office and fellow. The subsequent bullets serve as an example.>

- Providing developmental or professional experiences to individuals who have completed their formal education;

- Providing training designed to increase the pool of qualified candidates in a particular occupational specialty, and therefore increasing the recruiting pipeline for future full-time hires;

- Promoting cross-fertilization between the agency and the private sector to foster mutual understanding and exchange of ideas; and

- Attracting experienced practitioners and academics for senior-level positions with targeted skill sets to serve in niche positions.

Based upon the information provided in this memorandum, we request that you APPROVE the creation of the <title of fellowship program>.

Approve _____ Disapprove _____ Let's Discuss _____

The staff has worked closely with the <title of human resources office> and the <title of office for legal review> to ensure that the <title of fellowship program> will comply with <agency name> and Office of Personnel Management (OPM) regulations and guidelines. The policies in this memorandum conform to existing <agency name> guidance.

In addition, the staff has received the support of the <title of the appropriate leader, undersecretary or assistant secretary, to establish a program>. Please see attached for program details.

The <office name> point of contact for this memorandum is <title for a senior advisor or point of contact of the undersecretary or assistant secretary who established the program>. The <human resources office> point of contact is the <title, director of human resources office>.

Attachments: Action Memorandum for <title and name of the undersecretary or assistant secretary, to establish a program>. "Establishing the <title of fellowship program>"

<Agency Title>

WASHINGTON. D.C.

<Date>

ACTION MEMORANDUM FOR <Undersecretary or Assistant Secretary>

FROM: <name and title>

SUBJECT: Establishing the <Title of Fellowship Program>

This memorandum proposes establishing the <title of fellowship program>, a rotational fellowship program under the authority of 5 CFR 213.3102(r). The merits of such a fellowship program include:

<The below section should include the goals and objectives of the fellowship program, as well as any anticipated benefits to the office and fellow. The subsequent bullets serve as an example.>

- Providing developmental or professional experiences to individuals who have completed their formal education;

- Providing training designed to increase the pool of qualified candidates in a particular occupational specialty, and therefore increasing the recruiting pipeline for future full-time hires;

- Promoting cross-fertilization between the agency and the private sector to foster mutual understanding and exchange of ideas; and

- Attracting experienced practitioners and academics for senior-level positions with targeted skill sets to serve in niche positions.

The staff has worked closely with the <human resources office> and the <legal review office> to ensure that the <title of fellowship program> will comply with <bureau or department name> and Office of Personnel Management (OPM) regulations and guidelines. The policies in this memorandum conform to existing <bureau or department> guidance.

Based upon the information provided in this memorandum, we request that you APPROVE the creation of the <title of fellowship program>.

PROGRAM STRUCTURE

<The below program structure is specific to a certain program that works on policy and special projects. The text provides a wide range of activities that the fellows can gain experience in; however, tailor the program structure to match the expectations for your program. Additionally review and reporting structure is specific to offices at the departmental or headquarters level.>

The <title of fellowship> ("Fellowship") will offer an opportunity for outstanding individuals to work on policy research and special projects in a fast-paced and challenging environment dedicated to the success of the <title of office> mission. <title of fellowship> Fellows ("Fellows") are generally expected to have exceptional academic qualifications in <functional areas such as, finance, economics, public policy, accounting, or law> and must meet or exceed all qualifications and requirements for federal employment in the <title of office>.

- The number of Fellows will be determined by current Office requirements and availability of resources. However, in order to preserve the prestige of the <title of fellowship program> and to meet Office of Personnel Management (OPM) guidelines, the Office intends to designate no more than <number, 10% of workforce is a good baseline> total Fellows at any given time. The total number of Fellows will be determined using project human capital requirements within <title of office>.

- The initial term of the Fellowship will be for two (2) years. Fellowships may be renewed for additional terms, not to exceed total fellowship appointment of four (4) years, which will be determined on a case-by-case basis considering the applicants' qualifications, Office requirements and budgetary constraints.

- Compensation of Fellows will be determined on an individual basis ranging from <grade range of fellows, e.g. GS-9 to GS-15>. Qualification standards assessments will be conducted by the <Office of Human Resources or other offices>.

- Fellows may apply for permanent career positions or be appointed to other excepted service positions before completing their Fellowship term, but the Office make no commitment regarding the availability of suitable positions within the Office.

- Fellowship applications will be reviewed by Deputy Assistant Secretaries and their respective Office Directors, who will screen and recommend applicants to their respective Assistant Secretaries for selection. Fellows will then be selected by the Office of the Under Secretary of Domestic Finance. The specific process of soliciting applicants for the fellowship program and for review of the applications is outlined in the "Program Administration" section below.

- Fellows will be time-limited excepted service General Schedule employees subject to civil service and Treasury personnel regulations and requirements, and will have access on an as-needed basis to Treasury data essential to their work. All employees of at least 366 days will also be entitled to standard benefits. Fellows will be subject to existing requirements relating to conflicts of interest, outside employment, and confidentiality of taxpayer information and pre-decisional policy deliberations.

- Although the primary work product of the Fellows is likely to not be appropriate for release outside of the Office, consideration – identical to that provided to regular

employees – will be given to the development of academic articles suitable for publication.

Fellows could be appointed as "Junior Fellows" or "Senior Fellows." As a general rule, Fellows would likely fill positions in the following offices: <insert name of applicable offices>, given the unique skill sets required for staff in those Offices and the difficulty in hiring individuals with such niche experiences from the general applicant pool.

Junior Fellowships generally will be offered at the GS-9 level or higher to outstanding individuals who have recently completed degrees in <relevant degrees for office function and as indicated by OPM and occupational specific guidance. Examples include: finance, economics, public policy, accounting, law, etc.>. Junior Fellows will be selected on the basis of academic achievement and professional recommendations and applications must be accompanied by a transcript and two recommendations attesting to academic qualifications and career potential.

Junior Fellows will report to an Office Director or Deputy Director who will act as a mentor in guiding their development within the Office and provide direction regarding specific policy projects. Junior Fellows will be exposed to a complex variety of on-the-job experiences and developmental training. They generally will assist with a specific research project (or projects) that reflect individual background, training, and career objectives. Junior Fellows may also be provided an opportunity to participate in rotational assignments within of offices as part of a developmental program, provided availability of assignments, requirements of offices, and interest of Fellows. Such assignments will be no shorter than three (3) months and no longer than six (6) months.

Senior Fellowships generally will be offered at the GS-13 level or higher to experienced professionals, including academics, whose research interests coincide with the temporary requirements of the Office, and those individuals with targeted skills sets required for niche positions. Senior Fellows will be selected based on their qualifications to provide advice and pursue research required by the Office's policy responsibilities. Senior Fellows will generally be responsible for development of specific policy recommendations or completion of specific research under general guidance with regards to the Office's policy objectives.

Senior Fellows will report to the appropriate Deputy Assistant Secretary (DAS) or Office Director who will provide general policy direction and assistance in integrating Fellowship projects and recommendations into the Office's policy requirements.

Fellowship projects may include, but are not limited to, analytical studies leading to publication of mandated reports, analysis and development of specific policy proposals, and review and analysis of administrative guidance interpreting key legislation and legislation relevant to the arenas of <critical infrastructure, cyber intelligence, and cyber security>.

In order to maintain balance in career-competitive and time-limited staff appointments for human capital planning purposes, the Fellowship program will supplement, but not replace, current

recruitment of Presidential Management Fellows (PMF) to fill FTEs within the <title of office>. While PMFs can be converted to full-time permanent career status in the competitive service under Executive Order 13562 and 5 CFR 362.209, <title of fellowship program> Fellows will not be afforded automatic conversion from time-limited to career appointments.

PROGRAM ADMINISTRATION

Fellowships will be funded by the <title of office> utilizing existing salary and FTE authority. Operational management of the program is assigned to the <office of the approving official>.

The <Office of Domestic Finance> will be responsible for the recruitment and selection of Junior and Senior Fellows. Appointments, including determination of compensation, will be coordinated with the <Office of Human Resources> and the <Office of Financial Management>. As a general rule, the position descriptions for <titles of analyst positions that can be used> will be applied to "Junior Fellows" while <title of senior analyst positions that can be used> will be applied for "Senior Fellows." Any other unique or specific position description required will be drafted by the <title of office> and graded by the <human resources office>.

Fellows will mostly be recruited through general solicitation and outreach with academic institutions as well as targeted appointments of key individuals with skill sets seen as critical to the success of the <title of the office>:

- Applications may be solicited through outreach programs with academic institutions; this includes, but is not limited to, career fairs, Alumni "mixers," targeted recruiting presentations, "coffee chats," and general postings on school "job boards."

- In instances where respective offices identify individuals possessing unique skills sets required for a niche position that is considered critical to the future success of the office, a single targeted appointment may be made.

- In all cases where general, open solicitation of applicants is the venue, Veterans' Preference will be administered per statutory requirements under Title 5, United States Code. Any exceptions will be coordinated with the <title of the director of the human resources office>.

The <title of office> point of contact for this memorandum is the <title of official and office>. The <human resources office> point of contact is the <title of official and office>.