

National Park Service
U.S. Department of the Interior
Commercial Services Program



Human Capital Strategy for Commercial Services

Concessions Management Advisory Board
October 2009

What is the Human Capital Strategy?



- **The Commercial Services Workforce** is comprised of federal employees who work with concessions, commercial use authorizations, or leases in either a full-time or a collateral duty capacity
- **The Human Capital Strategy** focuses on organizational structures, standards, and supervision to ensure that managers have the tools they need to help their employees perform to the best of their abilities

How Is The Strategy Organized?



- Workforce Analysis
- Competency Definition
- Organizational Management Planning
- Training and Development Implementation



The Workforce

What Have We Learned So Far?



NATIONAL PARK SERVICE HUMAN CAPITAL STRATEGY FOR COMMERCIAL SERVICES

WORKFORCE ANALYSIS EXECUTIVE



TABLE OF CONTENTS

- Introduction**.....
 - Workforce Profile.....
 - Program Strengths.....
 - Workforce Challenges.....
 - Actions Steps.....
- Workforce Findings**.....
 - Organizational Management.....
 - Employee Development.....
 - Staffing And Workload.....
 - Policies and Procedures.....
 - Communication, Perceptions, and Relationships.....
- Recommendations for Workforce Management**.....
 - Articulate the Program's Roles and Responsibilities.....
 - Improve the Way Employees Work.....
 - Performance Standards.....

Workload Balance

Compounding the present challenges of Program management through collateral duty (i.e. "collateral duty") assignments, Commercial Services Program employees feel they have unrealistic workload that they generally lack adequate resources to perform their jobs well. Employees report an inability to accomplish in a timely manner all of the required duties (e.g., follow up with concessioners and perform site visits). Representing one of the areas for greatest improvement, survey results reveal that 52% of employees feel the amount of work they have undermines how well it is performed (23% do not feel as sure; 25% neutral), while 41% of the workforce report not having adequate staff and resources to complete the tasks assigned (42% feel they do have adequate resources; 18% neutral).

"I am collateral duty, and my regular duties already exceed what I can do. We are severely understaffed."

Participant response from the Organizational Climate Survey

Finally, the Workforce Profiles reveal that more employees currently perform commercial services functions as a collateral duty than as a full-time duty. The Human Capital Strategy states that the Commercial Services Program should "manage concessions functions with full-time employees and use collateral-duty personnel on a limited basis." This analysis of employees performing commercial services functions, therefore, reveals a significant gap between the current and desired state for the Program. As no definitive model exists to assess the number of staff necessary to fulfill commercial services functions, managers have little assistance in determining the appropriate staffing levels for their Parks, or the appropriate proportion of collateral duty and full-time personnel.

Policies and Procedures

Findings related to Policies and Procedures (i.e. "Policies and Procedures") include a lack of clearly articulated policies and procedures, applied consistently across the Commercial Services Program.

Definition of Policies and Procedures

Organizational Climate results indicate that the policies and procedures of the Commercial Services Program are not widely known or understood by the workforce. This is an area for improvement, as 39% of employees report the Commercial Services Program lacks policies and procedures that are clear and easy to understand (33% feel there are clear policies and procedures; 28% neutral). Further, numerous employees in interviews and focus group site discussion surrounding the delay in issuing final guidelines for commercial services employees.

Policies and Procedures - The "Policies, policies, guidance, and reference materials (as well as associated materials defining procedures) used by Commercial Services Program employees to perform daily functions."

IMPLEMENTATION CONSIDERATIONS

The following table contains an overview of the impacts, challenges, and corresponding Human Capital Strategy component(s) for each recommendation.

Recommendation	Impact	Challenges	Human Capital Strategy Component(s)
1. Define roles and responsibilities at all levels of the Commercial Services Program and develop a hierarchical model of roles and authorities.	By appropriately defining roles and responsibilities, the Commercial Services Program will achieve greater transparency and accountability for all employees. Further, articulating roles and responsibilities will highlight redundancies and allow for greater consistency across Regions. Greater consistency in responsibilities will make it easier for employees to move between jobs, as well as help new hires come up to speed in the Commercial Services Program faster. Identifying roles and responsibilities will enable the Program to develop more standardized position descriptions, recruiting materials, and other critical tools for managers and employees.	Identifying and articulating appropriate roles and responsibilities is a process that should involve a number of subject matter experts (Individuals from all three levels- WASC, Region, and Parks). To understand specific responsibilities at each level, job analyses should be conducted. This will require employee participation, either in the form of interviews or a survey that determines time spent on specific functions and the criticality of those functions. While this will take additional time, it will yield information valuable to the development of the currentency model and other management tools. Once a successful model of roles and responsibilities is developed,	Competency Definition Organizational Management Planning

SUMMARY OF RECOMMENDATIONS

The following table summarizes the implementation theme for the recommendations within the remaining Human Capital Strategy components.¹

Recommendations	Competency Definition	Organizational Management Planning	Training and Development
1. Define roles and responsibilities at all levels of the Commercial Services Program and develop a hierarchical model of roles and authorities.	●	●	
2. Define and manage factors affecting workload.	●	●	
3. Analyze performance plans and attribute desired performance standards and metrics.		●	
4. Develop meaningful staffing models and workforce definitions.		●	
5. Assess, define, and model desired competencies.	●	●	
6. Map competencies, positions, promotion standards, and qualification standards to career paths.	●	●	
7. Brand the Commercial Services Program image.		●	
8. Develop innovative and effective recruiting materials and methods.		●	
9. Develop onboarding materials to integrate and assimilate new employees.			●
10. Review, enhance, and develop training opportunities implementing a variety of learning and instructional methods.			●

¹ For additional information, visit...

Who Is Commercial Services?



- 300 federal employees
 - Half as collateral duty
- 31 different job classification series
 - Most fulltime in 1100 General Business series
 - Most collateral duty in 0025 Ranger series

What Do We Look Like?



- 65% with bachelors degree or higher
- 50% over 50 years of age*
- 70% women*
- 43% with 20 years or more of federal service
- 21% presently retirement eligible

What's Good About Our Program?



- Employee enthusiasm and commitment
- Respect for work/life balance
- High expectations for performance
- High-quality, service-focused work
- Team-oriented, collaborative work environment

Where Do We Have Challenges?



- Organizational management
- Employee development
- Staffing and workload
- Policies and procedures
- Communication, perceptions and relationships

What Do Our Employees Say?



- “We need clear standards, guidance, and leadership so that policies and practices are consistent from Park to Park.”
- “Communication with the field continues to be a challenge, but there are efforts being made to improve. There are still times when concessioner learn things about our program before we learn about them.”
- “I am collateral duty and my regular duties already exceed what I can do.”

How Do We Improve?



- Articulate the Program's responsibilities
- Improve the way employees work
- Apply consistent performance standards
- Develop staffing models
- Define competencies
- Map career paths
- Brand the Program
- Employ enhanced recruiting methods
- Implement Program-specific onboarding
- Enhance training opportunities



Competencies

What Is A Competency?



- **A Competency** is an observable, measurable set of skills, knowledge, and abilities an individual needs to successfully perform work roles or occupational functions
- **A Competency Model** is a framework that describes the full range of competencies required to be successful in a particular occupation

How Can We Use Competencies?



- Competencies can serve as the foundation for a range of human capital initiatives
 - Selection systems
 - Training programs
 - Performance management processes
 - Workforce planning
- Competency modeling helps ensure individual performance aligns with the organization's core values, mission and strategic direction

What Are We Working Toward?



- Validated competency models
 - Concessions Management Specialist
 - Concessions Analyst
 - Supervisory Concessions Manager
- Validated task and skills lists for commercial services portion of collateral duty positions
 - Park Superintendent
 - Administrative Officer
 - Park Ranger

What Remains?



- Implementation of workforce recommendations
- Validation of competency models
- Organizational management planning task
- Training and development implementation

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Yosemite National Park